DOCUMENT RESUME

ED 116 722 95 JC 760 040

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TITLE Report of the Florida Public Community College Equal Access/Equal Opportunity Consulting Team.
INSTITUTION Florida State Dept. of Education, Tallahassee. Div. of Community Junior Colleges.
PUB DATE Sep 74
NOTE 205p.

EDRS PRICE MF-$0.76 HC-$10.78 Plus Postage
DESCRIPTORS *Affirmative Action; Civil Rights; College Environment; *College Integration; Court Litigation; Data Collection; Delivery Systems; Educational Alternatives; *Equal Education; Equal Opportunities (Jobs); Group Intelligence Tests; *Junior Colleges; *Minority Groups; Minority Group Teachers; Negroes; Recruitment; School Holding Power
IDENTIFIERS Civil Rights Act 1964 Title IV; *Florida

ABSTRACT

This report presents the findings and recommendations of a consulting team dedicated to helping the Florida Division of Community Colleges achieve its goal of enrolling and employing Blacks and other minorities in approximate proportion to the 18- to 64-year-old population of the State by 1980. This report includes: (1) a detailed description of a data system designed to collect the information on attrition and retention needed to monitor progress toward this goal; (2) a discussion of methods of developing alternative instructional delivery systems for ensuring successful learning by minority students; (3) a review of testing as a screening and diagnostic device, accompanied by recommendations that group or standardized tests yielding IQ scores be discontinued for use in the community colleges of Florida and that student advisors be urged to utilize other tools to assess student potential; (4) discussions of the elements of an optimum human relations atmosphere at community colleges and methods of improving campus life and career awareness for minority students; (5) descriptions of methods of recruiting and retaining minority faculty, professional staff, and students; and (6) a review of court cases relating to Title IV of the Civil Rights Act of 1964 and their implications for Florida's community colleges. (DC)

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REPORT OF THE FLORIDA PUBLIC COMMUNITY COLLEGE EQUAL ACCESS/EQUAL OPPORTUNITY CONSULTING TEAM

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September, 1974

JC 760 040

September 16, 1974

Dr. Lee G. Henderson
Director, Division of Community Colleges
State of Florida
Tallahassee, Florida

Dear Dr. Henderson:

This document constitutes the report of the consulting team employed during the month of August, 1974, under the terms of a Title V Grant making provision for the Division of Community Colleges to secure advice and assistance relative to implementing its equal access/equal opportunity goal for all citizens of Florida.

The consulting team was composed of knowledgeable, dedicated persons chosen primarily from public community colleges and universities in Florida aided by several nationally recognized out-of-state educators.

The sole rationale for the recommendations submitted by the consulting team is to assist those responsible for the leadership, direction, and administration of the Florida community colleges to implement fully the concepts of equal access/equal opportunity by having available a number and variety of carefully considered options, alternatives, strategies, and suggested guidelines for such purposes.

It was a pleasure as well as a privilege to be associated with the consultants as they tirelessly and enthusiastically carried out their responsibilities. Each of the consultants made a unique contribution to the total effort; each is committed to the principles of equal access/equal opportunity. All of them expressed high hopes that the results of their efforts will be useful to and utilized by the Division and by the 28 public community colleges in Florida as we move from goal to reality.

Sincerely yours,

Juanita M. Gibson

Juanita M. Gibson
Equal Access/Equal Opportunity
Workshop Coordinator
Division of Community Colleges

Foreword

Through funds made available under a Title V grant, the Division of Community Colleges was able to bring together a number of consultants during the month of August, 1974 to recommend to the Division programs, policies, procedures, and techniques by which the Division might

1. strengthen its leadership role and provide greater expertise to assist the 28 public community colleges in Florida to move more effectively toward providing greater equal access and equal opportunity for all citizens in Florida;
2. provide for each of the colleges a number of options and alternatives designed to insure full compliance with Title VI of the Civil Rights Act of 1964;
3. develop an attrition and retention study design which can be utilized by the Division and by each of the colleges to determine what actions may be required to insure that those who enroll can achieve reasonable academic goals;
4. establish more valid and equitable financial aid criteria;

5. improve the management information system as it relates to equal access and equal opportunity; and
6. address other related equal access/equal opportunity concerns requiring leadership, guidance, and direction by the Division.

The consultants were requested to

1. review HEW guidelines and the Florida plan for the community college system;
2. assist the Division and the colleges in determining where each college stands currently with respect to Title VI;
3. design an attrition and retention study for systemwide use;
4. review current and prepare proposed reading lists and other materials for human relations - sensitivity workshops to be held periodically on each campus;
5. review current and recommend modified financial aid requirements, policies, and procedures including dissemination of information;
6. review current and prepare additional reading lists and other materials relating to alternative instructional delivery systems for minority and educationally disadvantaged community college students;

7. review current and design more effective recruiting programs designed to attract a greater number of minority students, faculty, and staff at the college and Division levels;
8. review current and design more effective affirmative action programs for community college employees including grievance and due process procedures;
9. review current and recommend more effective techniques for attracting minority students to participate more fully in total college life including student government, social events, and other extra-curricular activities;
10. review current and recommend more effective testing instruments and proper interpretation of test results as one, but not an exclusive aid to assist minority and educationally disadvantaged students to develop viable educational and career alternatives;
11. review current reporting formats and make recommendations for improving the community college system management information system; and,
12. prepare specific, written recommendations setting forth alternatives or options which might be utilized by any of the colleges or the Division to provide greater equal access and equal opportunity for all persons.

Consultants and panelists who served for periods of time ranging from one to three days were:

Dr. James Godard, Special Consultant, Institute for Higher Educational Opportunity, Southern Regional Education Board, Atlanta, Georgia

Dr. Freddie Groomes, Assistant to the President, The Florida State University, Tallahassee, Florida

Miss Nancy Hartley, Chairman, Nursing, Clearwater Campus, St. Petersburg Junior College, St. Petersburg, Florida

Dr. Joseph Hill, President, Oakland Community College, Bloomfield Hills, Michigan

Dr. Warren Morgan, Vice President, Student Affairs, Florida A. & M. University, Tallahassee, Florida

Dr. Ronald Samuda, Director, Center for Ethnic Studies, Columbia University, New York City

Dr. Gertrude Simmons, Vice President, Academic Affairs, Florida A. & M. University, Tallahassee, Florida

Mr. Ernest Smith, Director, Student Financial Aid, Florida Department of Education, Tallahassee, Florida

Dr. Walter Smith, President, Roxbury Community College, Roxbury, Massachusetts

Dr. Thomas Stickland, Director, Technical and Health Occupations Education, Florida Department of Education, Tallahassee, Florida

Mr. William Taylor, Director, Student Services, Brevard Community College, Cocoa, Florida

Dr. G. Emerson Tully, Director, Educational Research, State University System of Florida, Tallahassee, Florida

Dr. Ronald Williams, Vice President, Academic Affairs, Federal City College, Washington, D.C.

In addition to the aforementioned consultants and panelists, Joseph Gibbs, Esquire, Professor of Political Science at Florida A. & M. University served as legal advisor from July 15 through September 9, 1974, and Dr. William King, Professor of Chemistry at the University of North Florida served as a general consultant from August 19 through August 30, 1974.

The following persons served as full-time consultants from July 31 through August 30, 1974.

Team I -- Attrition and Retention Study Design

Dr. Charles Grigg, Director, Institute for Social Research, The Florida State University, Tallahassee, Florida

Dr. Thomas Goolsby, Jr., Associate Professor, Educational Psychology, Measurement, and Research, The University of Georgia, Athens, Georgia

Dr. John Losak, Director, Counseling, Testing and Research, North Campus, Miami-Dade Community College, Miami, Florida

Dr. W. Ervin Rouson, Director, Counseling, Clearwater Campus, St. Petersburg Junior College, St. Petersburg, Florida

Dr. William Wharton, Associate Dean of Faculties, The University of North Florida, Jacksonville, Florida

Team II -- Instructional Delivery Systems

Dr. Leon Collier, Former Staff Member, MoTech Program, The Florida Atlantic University, Boca Raton, Florida

Dr. Faye Harris, Counselor, Counseling Center, Santa Fe Community College, Gainesville, Florida

Dr. Peter L. Kranz, Assistant Professor, Psychology, The University of North Florida, Jacksonville, Florida

Mrs. Carleen Spano, Assistant Dean of Instruction, Downtown Campus, Miami-Dade Community College, Miami, Florida

Dr. Walter Wager, Assistant Professor, Higher Education, The Florida State University, Tallahassee, Florida

Dr. Bennie Wiley, Director, Division of Inter-curricular Studies, South Campus, Miami-Dade Community College, Miami, Florida

Team III -- Testing

Dr. James Beck, Professor, Education, Florida A. & M. University, Tallahassee, Florida

Mrs. Thelma Dudley, Chairman, Basic Studies, Valencia Community College, Orlando, Florida

Dr. Thomas Goolsby, Jr.

Dr. Norman Jackson, Assistant Director, Special Programs, Florida Junior College at Jacksonville, Jacksonville, Florida

Dr. John Losak

Team IV -- Human Relations

Dr. James Beck

Dr. Peter Diehl, Office of Staff Development and Organization, North Campus, Miami-Dade Community College, Miami, Florida

Mrs. Thelma Dudley

Dr. Charles Grigg

Dr. Bennie Wiley

Team V -- Recruitment: Minority Students, Faculty Professional Staff

Mr. James Chambers, Director, Talent Search, North Campus, Miami-Dade Community College, Miami, Florida

Dr. Faye Harris

Dr. Norman Jackson

Dr. William Wharton

Dr. Walter Wager

Team VI -- Student Life

Mr. James Chambers

Dr. Leon Collier

Dr. Peter L. Kranz

Dr. W. Ervin Rouson

Mrs. Charleen Spano

Although the full-time consultants divided into six teams for working purposes, each of them reviewed the reports of all six of the teams and all of them endorse and submit all of the recommendations to the Division of Community Colleges.

The members of Team VI, Student Life, requested that a special section of the total report be devoted to career awareness. Dr. W. Ervin Rouson is largely responsible for preparing the special report on career awareness.

Joseph Gibbs, Esquire, prepared the historical-legal brief which is a part of this total report.

Special thanks are extended to Ms. Charlotte Lawrence of Seminole Community College, Sanford, Florida, who assisted in the editing of several of the reports and who otherwise made many valuable contributions.

Florida A. & M. University served as host for the total equal access/equal opportunity workshop, providing room, board, and meeting places for the consultants. Special appreciation is due to the total faculty and staff of the university and especially to President B. L. Perry, Jr., Dr. Warren Morgan, and Mr. Walter DeBose for all of the courtesies extended and services provided to the consultants.

An especially warm word of gratitude goes to the presidents of the community colleges and universities who made available members of their staffs to serve as consultants to the Division of Community Colleges for such an important project.

The work of the consulting team does not purport to be a scholarly treatise on equal access and equal opportunity. Rather, it should be viewed as a document written for laymen as well as scholars, designed to assist those who hold equal access/equal opportunity as a priority goal to move forward rapidly to make that goal become a reality.

While the underlying premise of equal access/equal opportunity in public educational institutions relates to all citizens, major emphasis in this report is on equal access/equal opportunity for black persons since the consulting team felt that blacks were for so long denied both

equal access and equal opportunity. However, it should be pointed out that many of the recommendations relating specifically to blacks are equally applicable to all other persons.

It is the hope of all of those associated with the project that the Division and the 28 colleges will consider fully and favorably each of the recommendations and that they will move rapidly to implement them.

Special Recommendations of Top Priority

While the regular, full-time consultants believe that all of the recommendations submitted in this report are important and merit full consideration, the consultants single out the following recommendations for special and urgent consideration.

I. A system-wide equal access/equal opportunity monitoring committee should be appointed at an early date. It should be composed of individuals representing a variety of philosophical points of view and power levels. It should include in its membership at least one member of the consulting team; at least one student; at least one white collar, non-instructional, non-professional staff employee; and at least one blue collar staff employee.

The system-wide monitoring committee should serve also as an advisory committee for the purpose of recommending persons for appointment to district boards of trustees, the State Community College Council, and college presidencies.

II. An institutional equal access/equal opportunity committee should be appointed in each college at an early date.

The functions of the institutional monitoring committee are unique in the traditional organization of the community college. First, it should be advisory to the president and board of trustees of the community college; second, it should be an auditing rather than an investigative committee; third, it should be an advocate of the goals set forth by the Division of Community Colleges and approved by the presidents of each community college. In this sense, the committee should be a collective ombudsman.

For this committee to be effective in each of its functions, it is essential that each member appointed to the committee be sensitive to the problems of minorities and higher education. It is also important that members bring to the committee some specific knowledge which will enable them to work effectively within the institutional setting. Finally, the committee composition should collectively and accurately represent to the president and the board the point of view of minorities from all areas of the institution. This would

include support staff, faculty, administration, students, and lay citizens from the community.

From the definition of the committee's functions and the qualifications of individual members, appointment to this committee should be heavily oriented toward minorities. It is also recommended that whatever the size of the committee a majority be representative of minorities.

III. Each president should appoint at an early date an equal access/equal opportunity coordinator housed in and reporting directly to the office of the president. The coordinator should have visibility as well as authority. All data relative to equal access/equal opportunity should be filed in the office of the coordinator for easy access by monitoring committees and others interested in equal access/equal opportunity. Each department or other administrative unit by whatever organizational designation should be required to file with the coordinator statistical data on a regular and frequent basis demonstrating equal access/equal opportunity efforts, successes, and failures. Annual narrative statements relative to equal access/equal opportunity activities should also be filed by each department with the coordinator.

Preference should be given to a minority person for the position of equal access/equal opportunity coordinator.

IV. A minimum of one-third of the total staff and program development funds at each college should be utilized to implement recommendations related to achieving the goal of equal access/equal opportunity. If colleges fail to do this, a state policy should be developed specifically earmarking at least one-third of the SPD funds for implementing equal access/equal opportunity.

V. Legislation should be drafted to reduce the contact hour load from fifteen to twelve hours. (Florida)

VI. Legislation should be drafted to clarify federal statutes so that families receiving monetary assistance will not have that assistance reduced when a member of the family receives financial aid in order to attend a community college. (U.S.)

VII. Remedial programs and pre-program courses for which no credit toward graduation is given should be eliminated at the same time that special academic support services are provided for those who need them.

VIII. The Commissioner of Education should appoint an interdivisional task force at an early date to recommend the development of admission criteria and counseling services for all public education based on an open door policy that would insure equal access/equal opportunity and vertical mobility for all at all levels of post-secondary education in Florida.

IX. The Florida Twelth Grade Test should be eliminated now as a screening device for admission to any course or program in Florida's community colleges.

X. One of the first institutional priorities should be the appointment of black persons to top level line management positions at the level of deanships or above. Assistant to or assistant level positions will not meet the requirements of this recommendation.

XI. Career awareness programs, materials, and other strategies should be developed and implemented rapidly with special emphasis placed on professions such as allied health, nursing, accounting, law, and medicine. Special efforts should be made to insure that career awareness information is disseminated to blacks and other minorities.

XII. A committee of the consulting team should meet with the Council of Presidents, the Council of Academic Affairs, the Council of Business Affairs, and the Council of Student Affairs at an early date to explain the recommendations and to answer questions.

XIII. The Division should seek funds to continue the services of the equal access/equal opportunity consulting team. The team would like to have the opportunity to review progress; evaluate the results of recommendations; and to delete, modify, or add to recommendations. The team believes that it would be desirable to meet monthly. If this is not possible, the team recommends that it meet in January, 1975, and again during July or August, 1975.

Proposed Attrition and Retention Study Design

Introduction

One of the critical needs of an educational system which sets as its goal equal access/equal opportunity for all students is a systematic approach to data collection which will provide the basis for an evaluation of the students' progress through the educational system. A specific illustration of the urgency of this need is found in a letter from Mr. Peter Holmes, Director, Office of Civil Rights, Department of Health, Education, and Welfare, dated November 13, 1973, which states:

> Elimination of your dual system of higher education should not result in a reduction in the percentage of black students graduating from four-year institutions in the State or from graduate or professional level programs at State institutions. If black students in predominantly white institutions show a significantly greater attrition rate than black students in predominantly black institutions or than white students at predominantly white institutions, your plan should provide for implementation of appropriate academic development programs at the predominantly white institutions designed to eliminate the disparate attrition levels.
>
> Your submission (p. 16) indicates that the number of students in the system as a whole dropped significantly after the all-black community colleges were closed. Please indicate for each community college, including those community colleges which were closed, the number of students and faculty by race for each year from 1960 through 1973 or until closing. (Italics added.)

The Commissioner of Education, Floyd T. Christian, in a memorandum to the members of the State Board of Education responded to Mr. Holmes in part as follows:

> The goal of the Division of Community Colleges is that by 1980 the community colleges of Florida will have enrollments and employment in all categories in which blacks will constitute approximately the same proportion of the total as the proportion of blacks between the ages of 18-64 is to the total population of the state.
>
> To achieve this goal the Division of Community Colleges will:
>
> 1. Modify its data system to collect data necessary to monitor progress toward this goal;
> 2. Work with individual colleges to develop institutional goals necessary to meet the systemwide goal;
> 3. Provide leadership and help to assist individual community colleges to meet their goals; and,
> 4. Monitor not only recruitment and admissions, but program completions by minority students. (Italics added.)

The team's basic purpose was to design a study which would identify data needed, and to recommend the ways these data could be used to evaluate the movement of the system toward its goal of equal access/ equal opportunity.

The basic assumptions of this process are:

1. Each college should conduct a study for determining the extent to which students achieve their educational goals.

2. There should be a common structure for the study design so that basic data can be aggregated and compared on a statewide basis.
3. Consideration must be given to retention, persistence, and subsequent success of students.
4. Consideration must be given to personal and institutional barriers to achievement of educational goals.
5. Consideration should be given to the rate of progress toward achievement of educational goals.
6. Consideration should be given to the economic, psychological, and social factors related to the student's failure to achieve his educational goals.
7. One component of the study should be case studies of the sample chosen.

Study Design

The first consideration was a definition of attrition. The question of when a student terminates his education has many philosophical points of view. Many attrition studies define attrition as when a student drops out of school with no consideration of whether the student's educational goals or career goals have been met. In recent years, students have dropped in and out of colleges. Therefore, the idea that a student has to complete his education in consecutive terms is being questioned.

In this regard, the Florida Community College Inter-Institutional Research Council recently published a follow-up study which re-defined community college dropouts to include only those students who have not reached their educational goals after three years from the time they enter community college and who have no plans to complete those goals. Using this definition, the IRC reported that the percentage of dropouts is less than two percent. There are many practical and philosophical problems related to such a broad definition which through semantics eliminates attrition. On the other hand, it is well recognized that using the first definition does an injustice in the other direction of yielding too high an attrition rate.

Another consideration is the concern of HEW in a letter to the chancellor of the State University System relating to the Division of Community Colleges that the number and percentage of black students in college parallel courses may be less than in the past. HEW is concerned with identifying whether the educational and career goals of minority students are being fulfilled by the community college programs.

Objectives of the Proposed Study.

1. To determine the extent to which students:
    a. Achieve their primary educational goals.
    b. Achieve personally acceptable alternative goals.

c. Do not achieve either their primary or alternative goals.

2. To determine the reason students change their primary or alternative educational goals.
   a. Students' perceptions of personal and/or institutional barriers which resulted in goal changes.
   b. Institutional perceptions of personal and/or institutional barriers which resulted in goal changes.
3. To determine why students do not achieve their primary goals or acceptable alternatives.
   a. Students' perceptions of personal and/or institutional barriers which resulted in failure.
   b. Institutional perceptions of personal and/or institutional barriers which resulted in failure.

The retention and attrition study will begin with the first-time-in-college students in the fall term, 1974-75. From this population, the following sub-populations will be identified and relevant information collected.

1. Sub-population.
   a. All minority students (HEGIS Code 1-4).
   b. A five percent sample of non-minority students.

2. Relevant information.

Name.

Address.

Student Number

Social Security Number.

Age.

Sex.

Ethnic Category. (HEGIS Code)

If Negro, Black.

If Asian American, Oriental.

If Spanish Surnamed.

If American Indian.

If Other.

Graduate of High School.

Program Preference as indicated by student on application.

If A.A. degree, use Uniform Code A.12, PPBS Manual.

If A.S. degree, use Uniform Code A.15, PPBS Manual.

Program in which actually enrolled. (Same code as for program preference)

Number of credit hours attempted including "W" and "I," fall term, 1974-75.

Number of credit hours attempted with D or better grade, fall term, 1974-75.

Grade point average, fall term, 1974-75.

The information collected will be used in the following way to identify three groups of students as to their progress toward their educational goals by the end of the first term.

1. Those who applied for one program but enrolled for a different program, fall term, 1974-75.
2. Those students who enrolled for fall term and dropped out during term.
3. Those students who completed fall term, 1974-75 whose program choice and course enrollment in fall term, 1974-75 are the same. (See Flow Chart.)

Consideration should also be given to looking at a fourth group to try to determine how many minorities apply for a program but never enroll.

Procedure.

All students will be sent a questionnaire. In addition, those students in group one above will be interviewed.

In terms of analysis of the data, it is suggested that the information requested be merged. It is realized that much of this information could be collected at an aggregate level, but the type of analysis which would answer the questions would be very tedious and time consuming if the information were not placed in a separate data bank. A copy of a suggested format for the collection of the data is included in Appendix I.

Flow Chart

Definition of Student Population

Fall Term, 1974-75

First-Time-in-College Students
All Minority Students
5% Non-Minority Students

Group 1

Students who applied for one program, but enrolled for a different program.

Group 2

Students who dropped out during fall term.

Group 3

Students who completed fall term and whose program choice and course enrollment are the same.

All groups will receive questionnaire in January, 1975. Group 1 will be interviewed as soon as the course enrolled in is determined in fall term.

The information which is to be gathered directly from the student will be collected in two ways. Those in group one will be interviewed (structured interview) by an institutional representative. All students in the study will receive a questionnaire. However, the information collected by the institution such as program enrollment, number of credit hours attempted including "W" and "I," number of credit hours completed with D or better grade, and grade point average should be continued throughout the academic year.

This cohort of students, fall, 1974-75, should be followed, collecting the institutional data each term for three years. For this cohort, it would mean collecting the information for the academic year 1974-75, 1975-76, and 1976-77. The student should be contacted in the fall term, 1975-76 in the same sammer as indicated in 1974-75. This should be repeated for the final academic year, 1976-77, in the winter term.

A second cohort of students will be identified and followed beginning with those students enrolling for the first time in the summer, 1974-75 and a third cohort in the fall of 1975-76. The same procedure will be followed for these groups for the three years as indicated for the first cohort.

The State University System is planning a study of student retention which would provide the necessary information for following those students in the three cohorts who transfer. The social security number which is on each student's

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record would be the link between the community college and the State University System data banks. A copy of the proposed SUS design is included as Appendix II.

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Appendix I

Coding Data Format

Student Retention and Attrition Study

Information Card #1

	Column Number
Name	1-20
Address	21-51
Student number	52-61
Social security number	62-70
Age	71-72
Sex	73
Code 1 if female Code 2 if male	
Ethnic code	74
Code 1 if black Code 2 if Asian American, Oriental Code 3 if Spanish surnamed Code 4 if American Indian Code 5 if other	
Graduate of high school	75
Code 1 if yes	
If Code 1, yes in above, date of graduation, last two digits	
Card number	80

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Information Card #2

	Column Number
Student number	1-10
Social security number	11-19
Age	20-21
Sex	22
Ethnic code	23
Graduate of high school	24
Program preference as indicated by student on application. (Use uniform coding for advanced and professional courses and disciplines. This is a seven digit number with the first 3 digits for field of study, columns 25-27, and a 4 digit code for discipline and/or occupation. See PPBS Manual, A.03 through A.27.	25-31
Program actually enrolled in fall term, 1974-75 (Use same code as in program preference.)	32-38
Number of credit hours attempted fall term including "W" and "I"	39-40
Number of credit hours completed with D or better grade, fall term, 1974-75	41-42
Grade point average, fall term, 1974-75	43-45
Card number	80

Information Card #3

	Column Number
Identifying information same as Card #2	1-24
Student enrolled in winter term, 1974-75 Code 1 if yes Code 2 if no	25
Program enrolled in winter term, 1974-75 (Use Code in PPBS Manual, A.03-A.27.)	26-32
Number of credit hours attempted in fall term, 1974-75 including "W" and "I"	33-34
Number of credit hours completed in fall term, 1974-75 with D or better grade	35-36
Grade point average, fall term, 1974-75	37-39
Card number	80

Repeat for each term students enrolled through 1976-77 for first Cohort; through 1976-77 for Cohort two, and through 1977-78 for Cohort three.

Appendix II

A Proposed Study of Student Retention in the State University System of Florida

Introduction

For several years, the need to document student retention in the public universities of Florida, especially at the baccalaureate level, has been apparent. Within the past year, an assessment of the success of students, grouped according to race, in attaining the baccalaureate degree has become a matter of urgency, in that student retention is a basic index of the affirmative action program of a university and of a system of universities.

The State University System of Florida now has the capacity to pursue a comprehensive program of retention research. This capacity has come about as a result of the development of a Board of Regents General Office Management Information System fed by data tapes from the nine state universities. These data tapes were under refinement by the individual universities and by the Chancellor's staff (Management Information System Office) for several years. By September, 1973, the tapes were sufficiently developed for use in conducting systemwide longitudinal studies such as the one herein proposed. Prior to this development, collecting information

concerning enrollments and re-enrollments from all the nine public universities in Florida was a time-consuming and expensive endeavor, often calling for a review of individual student transcripts on each campus. There is no question but that the difficulty in gathering data from student records was a severe deterrent to retention research. Only in one or two universities were such studies done. No study with race as a variable was conducted.

Objectives of the Proposed Study

1. To establish the re-enrollment patterns of students enrolled in the fall quarter, 1973, when grouped according to year (freshmen, sophomores, etc.), institution, program of study, sex, and race. (Racial classification used on the 1974 Compliance Report will be adopted.)

2. To determine the numbers of students, grouped according to year, program of study, sex, and race who are prevented from re-enrollment each quarter for academic or disciplinary reasons.

3. To identify the numbers of students grouped according to the same variables listed in objectives 1 and 2, who transfer to another university in the State University System.

4. At the upper division level (juniors and seniors) to establish comparative data among the students who completed the lower division (freshmen and sophomores) in a community college, students who completed the lower division at another public university in Florida, and students who

completed the lower division in the university in which they enrolled as upper division students.

5. On a sample basis, to conduct a follow-up study of students who do not re-enroll within a period of two quarters to determine reasons for not re-enrolling and future plans for re-enrolling.

6. To establish comparative re-enrollment data between first-time-in-college students who enrolled in September, 1973, after having been admitted according to established admissions requirements and first-time-in-college students who enrolled in September, 1973, with a waiver of admissions requirements.

Basic Purpose of the Proposal and its Educational Significance

In a broad sense, the basic purpose of this proposal is to establish indices of retention and success of students pursuing the baccalaureate degree, and to relate these indices to the affirmative action program of the State University System and of the individual universities comprising the system.

The rate at which students progress through the undergraduate years to obtain the baccalaureate, and the success encountered by the students in attaining this educational goal, were once regarded by educators as having nothing to do with the academic and administrative policies of the university. Instead, rate of progress and persistence until the degree was obtained were looked upon as factors wholly controlled by the student.

The view reflected in this proposal is that the university has a responsibility, not only to insure that students progress in a manner that is commensurate with their ability, but to help the student in resolving factors that impede the student in his quest for his educational goal.

A university or a system of universities that wishes to encourage and assist its students to not give up their college education too easily must first establish to what extent its enrolled students are encountering success, and to what extent they are experiencing failure. The basic purpose of the proposed research is to develop indices of success and failure in terms of earned degrees in the expected time span, earned degrees in longer-than-expected time span, and interruptions in enrollments for prolonged periods of time.

The development of retention and success indices is basic to the evaluation by a university or a system of universities of its student personnel practices and its academic policies. Low retention ratios and low degree success ratios are powerful indicators of the need for a university to look toward casting off underproductive policies and developing more productive ones.

Expected Results

The major expected outcome of the study is a comprehensive array of retention and success data that will reveal whether

a group or groups of students, classified according to race, sex, or program, encounter more difficulty in obtaining the baccalaureate than another group of students.

For the first year of study, there will be no guiding hypotheses in that the emphasis will be on assembling data that will yield retention and success ratios. When the study is planned for its second year, in all likelihood appropriate hypotheses will be stated and subjected to test, thus casting the study beyond the initial year in an experimental design. Probable hypotheses to be tested the second year of the study include: there is no difference in the re-enrollment patterns of students when grouped according to race, and there is no difference in the retention ratios of students admitted under established admissions criteria and those for whom admissions criteria were waived.

Methodology

In the initial year (June, 1974 - June, 1975) the project will be essentially directed toward gathering data on a systemwide basis by which needed indices of retention and success can be developed.

The initial year, however, will be viewed as the first year of a continuous process of data-gathering that will extend over an indefinite period of years. The development of appropriate computer programs by which needed information

concerning re-enrollment of students enrolled in the base period (fall quarter, 1973) will constitute the core of the methodology.

The Management Information Systems (MIS) Office of the Division of Universities General Office receives periodically from each of the nine institutions comprising the State University System data tape files concerning the operation of the universities. These include:

1. Authorized Position File
2. Student Data Course File
3. Admission File
4. Instructional Activity File
5. Physical Plant Space File
6. Academic Assignment File

These files and the user services provided by the MIS office constitute the present SUS Management Information System.

For the purposes of this proposed study of student retention, the Student Data Course Files submitted quarterly by each of the nine state universities will be utilized, beginning with the files submitted for fall quarter, 1973. Specifically, the data elements from these files which will be utilized include:

1. Student's Social Security Number (Starting with fall, 1974, include student name)
2. Term Beginning Date (Month and Year)
3. Student's Sex
4. Geographic (Nation of Citizenship, State Code, and County code)
5. Level of Highest Degree Received
6. Student's Classification Level
7. Cumulative Hours Accepted
8. Cumulative Hours Earned

9. Student's Program (WICHE PCS Code)
10. Current Quarter Course Load
11. Institution
12. Student's Race
13. Student's Matriculation Date
14. Student's Budget Entity Code
15. Last Institution Code
16. Type of Student at Matriculation
17. High School Code
18. Dual Enrollment Identification
19. Degree Granted (Level of Degree & Degree Program)
20. Termination Code
21. Non-Instructional Credit Awarded (CLEP)
22. Institutional Hours for Grade Point Average
23. Institutional Grade Points
24. Hours Attempted S/U
25. Term Credit Hours for Grade Point Average
26. Term Credit Hours Earned
27. Term Grade Points Earned

A new file will be created for the purposes of this study. The above listed data elements will constitute the data base for the necessary analysis.

High School Graduates and Enrolling Freshmen

Beginning in 1973, a 73 item self-report questionnaire was added to the Statewide Twelfth Grade Testing Program. In the fall of that year, this survey instrument was completed by approximately 90,000 high school seniors in Florida.

The questionnaire will be given annually on a continuing basis. Name and social security number for responding students will be on a tape furnished by the director of the Statewide Twelfth Grade Testing Program to the Chancellor's office. Among the information contained on the questionnaire will be a statement of long range post-secondary plans and other information related to retention at the college level.

Appropriate data elements will be taken from the high school tape by student name and social security number and entered into the composite file being assembled to support the research effort of this proposal. This composite file will include data elements obtained from the Student Data Course File and listed earlier under the section titled "Methodology."

Follow-up Research of Students who do not Re-Enroll

A significant area of projected research that can be undertaken once the proposed research is in operation will be follow-up studies of students who have discontinued their pursuit of the degree. The central thrust of this research will be to identify the factors associated with the prolonged interruption of college study, including financial resources, change of plans, family pressures, dislike of the higher education experience, feelings of inadequacy as a college student, etc.

Follow-up research of this nature is difficult and expensive. Initially, the resources allotted to the research proposal will not be assigned to follow-up research. Once the data retrieval system for determining re-enrollment patterns has become fully operational, project resources will be shifted to follow-up research. At this stage of the implementation of the progress, additional resources, especially in terms of released time of line-item personnel, may need to be sought.

Related Research

Retention data for enrollments prior to 1973 would, of course, provide a meaningful backdrop for viewing retention data gathered from the 1973 tapes. There is considerable likelihood that at least one university will undertake to develop retention ratios prior to 1973. Encouragement will be given to this effort, with the hope that a model can be developed that other public universities in Florida may use.

In addition to the possibility that individual universities will develop retention and success ratios for enrollments prior to 1973, an effort will be made to launch the same effort on a systemwide basis. Quite likely, the systemwide effort and the research at the institutional level may merge. Basically, the study of enrollments prior to 1973 will be in the nature of an analysis of enrollment data contained on university tapes developed prior to the central management information system that became operational in 1973.

Project Evaluation

The principal criterion for assessing the effectiveness of the project is whether or not meaningful indices of retention and success are generated. Inasmuch as using this criterion calls for subjective judgment, which is more dependable when in the hands of a group of persons rather than a single individual, an advisory committee will be named to monitor the implementation of the project and to review the retention and success indices that are produced.

The advisory committee will be composed of faculty and administrative personnel from the nine universities of the State University System. Although the central function of the advisory committee will be to judge the worth of the retention and success indices as valid indicators for changing institutional policy, the advisory committee will also seek to insure that the project is expeditiously implemented according to a reasonable time schedule.

To perform its functions, the advisory committee will meet quarterly, beginning with the summer quarter, 1974. The advisory committee will render a semi-annual report to the Vice Chancellor for Academic Affairs. The initial report will be submitted no later than December 31, 1974.

FET:ef
5-10-74
Revised

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Appendix III A

Cover Letter For Student Questionnaire

Dear Student:

Your educational experiences at _____ Community College are of concern to us. But is is not always possible to speak with you as much as we would like about your feelings and attitudes. The enclosed questionnaire is an attempt to survey some students at _____ Community College. You are included in this group of students. We very much need your help in order to improve the program of study for you and for future students.

It is important to identify you by name and social security number. What you say will in no way effect your college record. If you have questions about filling out the form, please call _____.

Thank you very much for filling out the questionnaire and returning it as soon as possible in the stamped envelope provided.

Appendix III B

Questions for the structured interview for students who enrolled in the fall term for a program which was not their first choice. Students who fit this category are to be identified by October 1, 1974, and interviewed during the month of October. A master list of all students in this category should be kept with an indication of action. The following items should be checked for each student.

1. Initial letter mailed.
2. Letter returned for invalid address.
3. Phone call made. (a) no contact (b) contact
4. Student interviewed.
5. Student not interviewed.
6. Error in categorization (i.e., student was enrolled in program of his first choice).

It is suggested that you write the students the following letter.

Dear Mr. Or Ms. _____

Now that fall registration is over, we notice that for some reason you did not enroll in the program of your choice. A great deal of the College's resources are devoted to meeting the students' needs. We are concerned about you and how you feel about the program you are taking. I would appreciate it very much if you would call me at _____ so that a time

convenient to you could be arranged for us to meet.

A telephone call or other form of contact should be made to those students who have not responded within 10 days in order to secure an appointment.

On a separate sheet of paper comments should be made by the interviewer for each student actually interviewed. It is understood that comments will typically be in paraphrase form rather than verbatum.

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Appendix III C

Interview Sheet

Name of Student _____ Date _____

Soc. Sec # _____ Ethnic category _____

Name & position of interviewer _____

I. When did you learn that you could not enroll in the program of your choice?

   A. At time of application.

   B. At registration.

   C. Between application and registration.

II. Why are you not enrolled in the program of your first choice?

III. Do you feel you were treated in an honest and equitable manner?

Interview Sheet

IV. Do you feel that your non-acceptance was related to your ethnic background?

V. If you feel the system is not equitable, how would you change it?

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Appendix III D

Data to be collected on all minority students and a five percent sample of all other students. From the first-time-in-college population fall, 1974-75.

1. PERSONAL INFORMATION

1.1 Name _____ _____ _____
last first middle

1.2 Birthdate _____ _____ _____
month day year

1.3 Social Security Number _____ _____ _____

1.4 Home Address _____ _____ _____ _____
street no. city state zip

1.5 Present Address _____ _____ _____ _____
(if different from above) street no. city state zip

2. COLLEGE INFORMATION

2.1 Are you now enrolled for classes? yes____ no ____

2.2 Are you a day _____ or evening _____ student?

2.3 Are you a full-time _____ or part-time _____ student?

2.4 Do you get student financial aid? yes ____ no ____

2.5 Do you get money from your family to go to school?
yes ____ no____

2.6 Do you plan to graduate from a community/junior college and then transfer? yes ____ no ____

2.7 How long do you feel it will take you to graduate from the community/junior college?

1 year _____

2 years _____ 2 1/2 years _____

3 years _____

More than 3 years _____

3. PROGRAM

3.1 Did you enroll for the program you desired? yes ___ no ___

3.2 If you did not enroll for the program you desired, please check the reason(s).

( ) I was rejected by the Admissions Committee.

( ) I voluntarily changed my program.

( ) My advisor and/or counselor suggested that I change my program interest.

( ) The program of my interest is not offered by this college.

( ) I still plan to enroll in the program of my original choice.

( ) I could not afford the cost of the program in which I desired to enroll.

( ) I was enrolled in the program of my choice, but did not enroll in it the next term.

( ) I submitted my application too late to be admitted to the program of my choice.

( ) Would you care to list other reason(s) not mentioned above? _____

_____

3.3 Were there any attempts on the part of the college to exclude you from your desired program? ( ) yes ( ) no

If yes, please comment. _____

_____

Purpose

The stated purpose of the community college is to serve all the citizens of its district. Of the efforts made to encourage minority segments of the community to participate in the educational process, innovative programs and delivery systems have been planned and attempted. Yet, evidence shows that educators have been insensitive to the life-styles and needs of the people for whom they are planning. Low-income and minority students in particular are not being served to the best degree possible by these programs.

The purpose of this task force is twofold: first, to help administrators, program planners, and teachers re-examine their instructional methods in relationship to the stated goals of equal access/equal opportunity, and second, to suggest alternative ways of providing instruction so that it will be more responsive to the needs of minority students.

We believe that when students are not achieving through traditional methods of instruction, i.e., classroom lectures, the community college has a professional obligation to provide alternative means for insuring successful learning. At the same time, those who have achieved success through traditional instructional programs should be encouraged to develop

alternative learning styles.

The ultimate responsibility for instructional design lies with the chief academic officer of the college, the dean of instruction/academic affairs. However, curriculum design and technology often become the concern of departmental or area heads who most of the time have been selected for their posts because of content expertise rather than for their knowledge of learning theory, instructional design, etc. In order to effect the utilization of alternative instructional delivery systems, persons with such knowledge need to be provided, not only as resources, but as critical evaluators of programs or course proposals for the purpose of improving curriculum.

Rationale

The basic right to an equal education for all Americans is inherent in our constitution. Each community college within the State of Florida has the responsibility for guaranteeing the realization of this right to an equal education for all citizens. We firmly believe that each community college should acknowledge the existence of a multiethnic society and demonstrate its commitment to that concept by insuring that every student, regardless of his ethnic origin or class status, has equal opportunity for being successful in his chosen academic program. When a student comes to the community college, he brings the values and norms of his family and neighborhood to the campus. The individual does not shed this cultural identity

as he enters the community college, for it is an essential part of his way of life.

When the community college denies the value of a particular culture, it creates roadblocks that hinder the student from completing his program of studies. In addition to recognition of the student as a member of a valuable culture, the college needs to perceive each student as an individual with his own strengths and weaknesses.

The nature of individual differences suggests that different instructional delivery systems maximize learning possibilities. Therefore, we support instructional programs which provide alternative instructional delivery systems as a means of personalizing instruction. Personalized instruction is achieved through recognizing the strengths and weaknesses of individuals, their personal traits and preferences, and by designing instructional strategies toward that end.

Instruction cannot be personalized by merely looking at classes of people. In fact, an instructional delivery system that isolates and resegregates classes of people is detrimental to the group for which it was designed. The classic example of this type of isolation is a remedial program designed to provide academically underprepared students with basic skills which, upon implementation, emerges with a black student population and becomes known as a second-rate program.

The goal of designing instructional delivery systems is so that students can complete their objectives. People learn best in an academic atmosphere which is open, honest, supportive, and in which the individual feels valued. The teacher has the responsibility of guiding and directing instructional delivery systems. In fact, the teacher should be the most flexible of the existing "delivery systems."

In dealing with students needing intensive skill-building, technological instructional aids should not be employed as a substitute for teachers. It is our belief that those students needing intensive academic skill-building have the right to master teachers. In fact, it is felt that retention of students through to completion of their objectives can best be facilitated by an effective learning environment.

Curriculum Building Model

It is important in the development and use of alternative delivery systems that a number of decisions be made in a systematic manner. Too often, teachers are concerned with only a single dimension, content. Recently, we have begun to add a second dimension called performance or behavioral objectives in order to define what the student should do with the content. A third dimension, strategies, is concerned with means of reaching the performance objectives. The model in Appendix I described below is presented as a way to look at the systematic development of instruction.

Focus

Every plan for the development of instructional systems should begin with a statement of what the program is about and the reason for its existence. For example, why is a particular program being implemented in addition to or in lieu of what already exists.

Program Goals

The second step in this design is the defining of long-range goals. As a result of their being in the program, what, ultimately, do you want students to be able to accomplish? What skills, perceptions, attitudes, and behavior patterns will the student acquire as a result of the program?

Rationale

Probably the most crucial step in program development is the development of a rationale. The rationale establishes criteria for decision-making in program planning, implementation, and evaluation. The rationale should explain the reasons for adopting certain strategies and why one believes they will be successful. Crucial to the development of a rationale is a careful statement of whatever assumptions are being made about the population, the learning environment, and whatever learning theory is being applied.

Curriculum Goals

These are the immediate (six weeks, one semester, one year) goals of the instructional program that students are expected to acquire or accomplish and that can be measured in terms of curriculum objectives.

Curriculum Objectives

This is a series of behaviors the students are expected to engage in that lead toward the accomplishment of curriculum goals. Objectives should clearly define for the student what is expected of him and, therefore, should contain these three components:

1. What task (specific performance) is to be accomplished.
2. What conditions are being imposed for the completion of that task.
3. What minimum level of performance is attained before the task is accepted as completed.

Strategies

These are the means, the learning experiences, designed to enable students to accomplish curriculum objectives. Tyler makes a definitive statement about learning experiences that seems important enough to quote here for emphasis. (See List of References.)

> The term "learning experience" is not the same as the content within which a course deals nor the activities performed by the teacher. The term "learning experience" refers to the interaction between the learner and the external conditions in

> the environment to which he can react. Learning takes place through the active behavior of the student. . ..

Tyler also gives five general principles for selecting or designing learning experiences.

1. The experience must give the student an opportunity to practice the kind of behavior implied by the objective.
2. Students must obtain satisfaction from behaving in the manner described by the objective.
3. The behavior required should be capable of being achieved by the student.
4. Many experiences can be used to attain the same curriculum objective.
5. One learning experience can bring on more than one outcome.

Grading

Students should know on what basis they are going to be evaluated and thereby graded. Systems designed to be effective should move toward a criterion-based grading system whereby the student's performance is judged against the attainment of curriculum objectives rather than the performance of other students.

Evaluation

A valid design should conclude with a statement about how the program will be evaluated and what follow-up criteria will be used. It should include such things as observing and making judgements about routine indicators such as success ratio, mean product, and absenteeism and tardiness if that is an appropriate dimension of the program

The statement of evaluation should also include testing goals and objectives for validity and a statement about time--when will evaluation occur?

We believe that before a curriculum plan is implemented the developers should give the plan a thorough critique to check the plan for logical consistency. The critique should answer the following questions.

1. Is the curriculum focus identified? Is the focus clearly and concretely stated? Who is it for? What is the program about?
2. Are program goals established? What will the program do for the student?
3. Is there a clearly developed rationale? Is the rationale consistent? Are assumptions underlying the program substantiated by learning theory, research, and/or a strong philosophical or theoretical position?
4. Do objectives lead toward meeting program and/or curriculum goals?
5. Are learning experiences (strategies) clearly identified for accomplishing specific objectives?
6. Is there a statement about how the student will be graded?
7. Do any components of the plan (objectives, strategies, grading, grouping, etc.) violate any of the assumptions made? This is a very critical part of the

critique because the rationale is the essential part of the plan. It is the one thing that holds the plan together.

8. Is there a plan for evaluation?

Discussion and Classification

After careful consideration has been given to the focus, program goals, curriculum goals, and assessment procedures, the task of choosing or designing an instructional delivery system can be approached. A rationale for the development of alternative delivery systems is that all persons do not learn best in the same ways or from the same materials. It should be the goal of the community college to provide "effective" instruction. This means providing systems to meet the needs of those who do not learn best from traditional methods.

Education probably always will be a compromise between the achievement of desired goals and allocated resources. However, it is the belief of this task force that once the commitment is made to educate every student, the instructional problems can be solved. The primary realization must be that the traditional method, namely, lecture type classroom instruction, is only one format among many for the delivery of educational experiences. For people who do not learn in this type of environment, it is necessary, if we are to be faithful to our stated goals, to create other, more effective learning environments.

The need for alternative learning environments is expressed by both Edgar Dale and Joseph Hill, leading educational technologists. (See List of References.) Dale's system looks at the nature of different kinds of learning environments. In his structure he lists the various types of environments starting with the most concrete, e.g., on-the-job learning and ending with the most abstract, e.g., listening to a lecture. This arrangement of learning experiences, going from the most concrete to the most symbolic, has implications for designing alternative instructional systems.

The traditional methods of instruction occur mainly at levels II and III of Dale's Cone of Experience. (See Appendix II.) There is little doubt that many students learn effectively from instructional delivery systems that include only aural and highly symbolic presentations. However, experience has not equipped many students to profit from such high levels of abstraction. By using a more concrete type of learning experience, the less sophisticated learner begins to understand and derive meaning from the instruction. Although there are examples of concrete forms of instructional experiences being used within the classroom, the primary type of instruction remains the lecture and classic homework reading assignment. This single approach to instruction must be supplemented with other approaches in order to better serve the needs of all students.

Some individuals may be helped best by enhancing their symbolic skill abilities so that they can utilize the more abstract symbols in order to gain meaning from them. The student in this case would be "taught" how to read, write, and handle other symbols (mathematics). This describes the rationale behind many of the community college "basic studies" programs. There is a growing body of evidence, however, that shows that the basic studies approach is not having the effect with the underprepared that was hoped for. One of the most plausible explanations is that the curriculum of basic studies courses lacks content related to the ambitions and goals of the person in the program; e.g., a student with the goal of being a nurse does not learn nursing in these courses. The type of material with which he has contact may not be related to his goal(s).

Individuals having difficulty in grasping course content may be helped by constructing or designing instructional materials that are less abstract or more concrete so that the learner may gain meaning from the educational environment. For those students whose learning styles so suggest, sound filmstrips or motion picture film may be used extensively. For others, simulated or directed field experiences may be necessary. The differences between this approach and the basic skills approach is that the materials are designed to teach the content of the course that will enable students to perform in their academic choices. This

type of instruction gains the interest of the students, as it is highly goal-oriented.

It is doubtful if either of the approaches described above can be completely successful by themselves. In most of the professions, there will be the need to have both content and basic skill abilities. Content learning is indeed facilitated by language skills. On the other hand, language skills are probably more readily acquired when they are related to meaningful content material.

One community college that is presently attempting to meet the needs of its learners by building both content and language skills simultaneously is Oakland Community College in Detroit, Michigan. The President, Dr. Joseph Hill, has spent a good portion of his educational career developing what he calls the "Educational Sciences."

The primary concept underlying the Educational Sciences is that each person takes in meaning from his environment in different ways. Those persons who do not have facility with reading (theoretic visual linguistic) may learn primarily through a listening mode (theoretic audio linguistic). Hill also says that there are qualitative factors that differ among people; e.g., tactile (touch) and visual (sight). These factors might explain how one person can derive meaning from an artistic picture while another "just can't see it."

Other considerations that might make a difference in how a learner takes in meaning from the environment are

cultural. Some students are highly self-directed and independent, others are highly dependent upon peer support. In the first case, a programmed text or individualized learning laboratory might be appropriate. In the second case, small group study or peer tutoring sessions might lead to greater learning. Another cultural factor that might affect learning for some people is that of "family." Strong adherence to family values can cause some students to perceive meaning in a highly focused way. These students may have to be taught to deal with controversy or ambiguity.

Finally, there are those factors that have to do with the way the instruction is presented or arranged. Some students prefer information that is highly structured and arranged into neat categories. Other students prefer to learn by comparing things to each other, noticing the differences between them. Still other students remember things best by relating them to things they already know. Hill postulates that some learners possess only one major way of learning, while others might be able to employ many ways. Again, instruction can be designed to compensate for a learner's particular style. At the same time, help can be provided so that he might learn to utilize other ways of learning.

Hill's program at Oakland stresses the individual and the importance of trying to understand individual learning styles so that students might be put into instructional

environments where they stand a high chance of succeeding. At the same time that it recognizes weaknesses that might hinder students in reaching their goals, it brings these weaknesses to the students' attention and develops a plan to reduce them.

The technique developed by Hill is surely revolutionary and is still in developmental stages. It is presently being used to a limited extent at Polk Community College in Florida. It is also being used in the public schools in Lansing, Michigan. The positive effect of employing this approach to instruction is that when educators start to take the position that each person should be helped toward attaining his own goals, they treat persons as individuals rather than as sterotypes.

In summary, by using the various instructional means at our disposal we can design instruction that fits the individual. It is apparent that this process will require the investment of funds as it represents an addition to the present type of instruction. But the improved retention of students and their persistence to graduation should bear adequate dividends.

At the same time, there is the realization that not every educational institution will provide a variety of alternative learning strategies. To this end there must be an emphasis on assessing the students' individual learning styles and increasing their capacities to utilize a variety of strategies for learning and communicating. This might

be equated with "learning to learn," an admirable goal of education.

It is difficult to talk about alternative systems without looking at the nature of the traditional systems. Traditional systems provide, basically, one way to achieve educational ends, namely, classroom lecture instruction. Although this method may be satisfactory for the majority of students now served by the community colleges, it should not simply be maintained while alternative systems are being designed. Instead, the traditional system can be modified to incorporate the advantageous elements of other systems, such as individualized instruction, or mediated instruction, which can be utilized by all students in addition to or instead of the lecture.

The Keller Plan developed at Western Michigan University is an example of an instructional system designed with the individual in mind. The system is completely self-paced. The student receives a set of learning objectives along with a plan of alternative means for achieving those objectives. The student may attend a lecture and/or read a book, go to the learning resources center, or get tutored help. When the student feels that he has accomplished the objectives, he takes a competency exam. The exam is immediately corrected and the student is given feedback in the form of a pass or "not yet achieved." The proctor of the individual's exam gives the student specific information as to what he should do to correct misconceptions, obtain new information, etc. (See List of References.)

Another alternative delivery system is represented by the auto-tutorial approach developed by Posthelwaite at Purdue. The audio-tutorial approach is similar to the Keller Plan in that it gives the students learning objectives. However, it is not self-paced. The student is given a very structured schedule which includes work in an independent study lab, small group, and large group lecture (optional). The student takes an exam each Friday over the week's objectives and a point system is used to determine grades. The big advantage of the Posthelwaite system is that the independent learning lab contains a number of media that are used systematically to present the instructional material in the most effective manner. Instructional personnel are used to help students on an individual basis.

Other delivery systems such as the Central Florida Community College Television Consortium are tools that can help to provide alternative means for instruction. However, the instruction presented on educational television is all too often a "talking face," the same method used in the traditional classroom. The classic limitation of television is the capacity for feedback and tutorial help. Although television is recommended for instructional delivery, it is doubtful that the instructional objectives will be met by very many students without additional strategies designed to promote feedback and tutorial help.

Miami-Dade Community College provides an alternative delivery system in the form of a Learning Support Center (L.S.C.) designed to complement classroom instruction, not to replace it.

Many colleges have established tutorial programs similar to the one described by Okaloosa-Walton Junior College, where the student who needs help is given the opportunity to attend scheduled tutorial sessions. The tutorial sessions are run by other students who have been successful in the course. This system has the advantage of peer support by students who have just completed the material and may have experienced the same problems that the student is facing.

Some alternative delivery systems that compensate for student skills deficiencies are the audio-tape, tape-slide, sound-filmstrip, and video-tape. Content materials can be put into an audio-visual mode for those who possess reading difficulties. As stated previously, this should not dismiss the students from attaining reading skills if such skills will be necessary for future performance in the realization of their goals.

One of the alternative systems at Miami-Dade Community College that shows attention to the needs of the individual is the bilingual program where instruction in courses is given in both English and Spanish. The bilingual program

may have implications for programs designed for black students. It would seem just as viable to establish bi-dialect programs.

Many colleges have exemplary programs that utilize individual study modules characterized by student learning objectives and audio-visual strategies. The student takes a proficiency exam upon completing the module. The effectiveness of the module can be judged by the performance of students after they complete it. These modules provide a valuable alternative to the traditional lecture strategies.

In summary, instructional systems are the means by which students attain goals. Some students are very receptive to the lecture delivery system, but many are not. Until now, those students who have not been able to learn from the lecture system have been excluded from the educational process in a de facto manner. Only through the use of alternative systems can the community colleges meet the educational needs of all individuals.

Specific suggestions for the use of alternative systems include.

1. Employ specialists in educational technology and design who will work with faculty to select and design alternative delivery systems.
2. Replace homogeneously grouped programs with systematically designed instructional systems such as the Keller Plan, auto-tutorial program, etc., that provide:

a. Student learning objectives.

b. Continuous monitoring of learning.

c. Alternative instructional delivery methods.

d. Criterion-based education.

3. Prepare a plan for utilizing the present resources available, both managerial and instructional, so as to move toward delivery systems containing many different types of media.
4. Plan instructional delivery systems so that program evaluation can be accomplished through the current State Placement and Follow-up Guidelines.
5. Elininate 090 series courses and other comparable non-credit for graduation courses and pre-program courses for which credit is not granted for graduation.

Delivery Systems in Florida

The assumption is made by this task force that most educators would agree that instruction is the single most important factor in any educational institution, and that nearly everything that is done in education is done to improve effectiveness at the delivery point of the system, instruction. Based on research of the ERIC Clearinghouse for Junior Colleges, especially previous issues of the Junior College Research Review, it has been reported that

exemplary practices of Florida community colleges are among the most advanced innovative practices being conducted. Although the Division of Community Colleges, State of Florida, has reviewed and edited reports of exemplary practices as submitted by each college, this task force deemed it necessary and vital that a listing of chosen practices be added. While the listed programs have not been evaluated in most instances by the task force, the reported exemplary practices do allude to the general recommendations of the task force. Information for each entry may be found in the Report of Exemplary Programs, copies of which have been sent to each college:

Inter-Disciplinary Studies
Gulf Coast Community College

The Open College
Lake City Community College

Telephone High School Completion for the Severely Handicapped
Florida Junior College at Jacksonville, North Campus

Life Lab
Miami-Dade Community College, Downtown Campus

Learning Support Center
Miami-Dade Community College, South Campus

Intercurricula Studies Division
Miami-Dade Community College, South Campus

Central Florida Television Consortium
Valencia Community College, East Campus

Instructional
Santa Fe Community College, Northwest Campus

PREP Program (Pre-Discharge Remedial Education Program)
Okaloosa-Walton Junior College

Tutorial Program
Okaloosa-Walton Junior College

A Video Tape Production and Playback System
St. Petersburg Junior College

Open College
Miami-Dade Community College, District Administration

Open-Door Policy and Mini-Mesters
Broward Community College, Ft. Lauderdale Center

Maximized Achievement Program (Project A.R.I.E.S.)
Hillsborough Community College, Dale Mabry Campus

Peer Jury for Examinations
Pensacola Junior College

Team-Tutorial Program
Brevard Community College, Cocoa Campus

Logos Model of the Nursing Process
St. Petersburg Junior College

Revising Written Composition by the Tape Recorder
St. Petersburg Junior College

"Tailor-Made" Biology
Hillsborough Community College

Flexible Teaching and Grading Methods
Hillsborough Community College, Ybor City Campus

Introduction to Sociology-An Individual Program
Hillsborough Community College, Ybor City Campus

Inter-Disciplinary Intensive Mini-Course
Hillsborough Community College, Ybor City Campus

Basic Education Program
Central Florida Community College

Problem Solving with Computers
St. Petersburg Junior College

Individualized Instruction in Technical Algebra and Trigonometry for Students in Occupational Programs
St. Petersburg Junior College

Independent Study Beginning Algebra through Second Term Calculus and Relevant Liberal Arts Mathematics
Lake-Sumter Community College

Introductory Algebra
North Florida Junior College

Individualized Manpower Training Program
Indian River Community College

Individualized Instruction Labs
Lake City Community College

Pilot Nursing Program: The Career Ladder Approach
St. Petersburg Junior College, Clearwater Campus

Systems Approach to Curriculum
St. Petersburg Junior College, St. Petersburg Campus

Mini-Module Approach
Hillsborough Community College

Modular Accounting Program, ALEX, (A Learning Experience)
Hillsborough Community College, Ybor City Campus

Shorthand Laboratory
North Florida Junior College

Community College Studies
Miami-Dade Community College, North Campus

Score Peer-Group Counseling
Miami-Dade Community College

Instructional Management-Biology, Individual Option Studies
Brevard Community College, Melbourne Campus

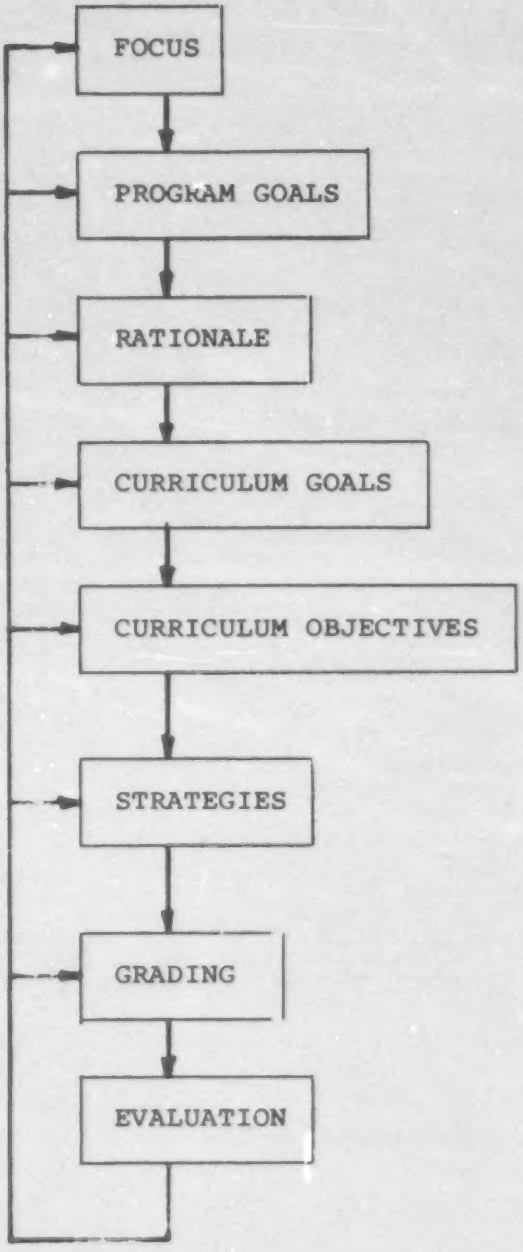
Nursing Learning Lab
Manatee Junior College

Modified Audio-Tutorial Approach Involving Three Distinct Science Lab Courses in a Lab having Nineteen Stations
Manatee Junior College

SUCCES (Students Under Constant Challenge for Educational Success)
Hillsborough Community College, Dale Mabry Campus

Appendix I

Curriculum Building Model



what the program is about, the reason for its existence

long-range skills, perceptions, attitudes, behaviors

basic assumptions about population, learning environment, learning theory

immediate goals of instruction (six weeks, one semester)

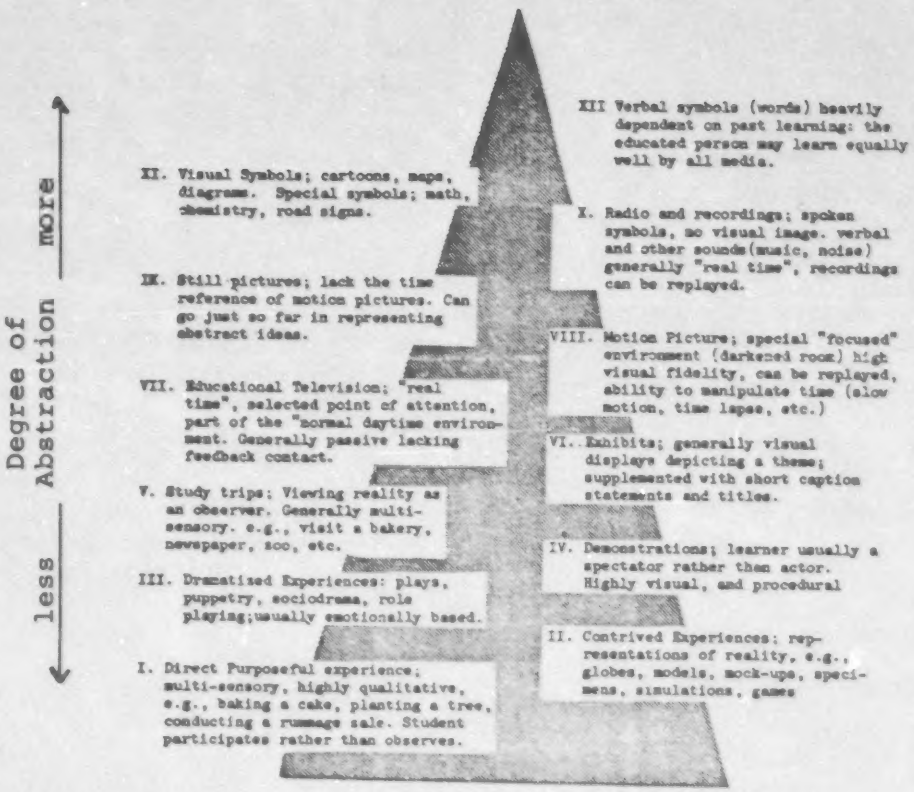
series of things students are expected to do that leads toward accomplishment of curriculum goals

learning experiences designed to enable students to accomplish curriculum objectives

judgment of student performance in meeting curriculum objectives

judgments and observations about critical dimensions of program (success ratio, absenteeism, etc.)

Appendix II


Degree of Abstraction
more
less
XII Verbal symbols (words) heavily dependent on past learning: the educated person may learn equally well by all media.
XI. Visual Symbols; cartoons, maps, diagrams. Special symbols; math, chemistry, road signs.
X. Radio and recordings; spoken symbols, no visual image. verbal and other sounds(music, noise) generally "real time", recordings can be replayed.
IX. Still pictures; lack the time reference of motion pictures. Can go just so far in representing abstract ideas.
VIII. Motion Picture; special "focused" environment (darkened room) high visual fidelity, can be replayed, ability to manipulate time (slow motion, time lapse, etc.)
VII. Educational Television; "real time", selected point of attention, part of the "normal daytime environment. Generally passive lacking feedback contact.
VI. Exhibits; generally visual displays depicting a theme; supplemented with short caption statements and titles.
V. Study trips; Viewing reality as an observer. Generally multi-sensory. e.g., visit a bakery, newspaper, zoo, etc.
IV. Demonstrations; learner usually a spectator rather than actor. Highly visual, and procedural
III. Dramatized Experiences: plays, puppetry, sociodrama, role playing;usually emotionally based.
II. Contrived Experiences; representations of reality, e.g., globes, models, mock-ups, specimens, simulations, games
I. Direct Purposeful experience; multi-sensory, highly qualitative, e.g., baking a cake, planting a tree, conducting a rummage sale. Student participates rather than observes.

Edgar Dale's Cone of Experience

Volume 6, Number 4

JUNIOR COLLEGE RESEARCH REVIEW

December 1971

Published by the American Association of Junior Colleges

NEW DIRECTIONS IN CURRICULUM STUDY

Since curriculum development is a special concern of the ERIC Clearinghouse for Junior Colleges, previous issues of the *Junior College Research Review (JCRR)* have touched on different aspects of it. An expanded issue of the *JCRR* (February 1970) dealt with the lack of a rationale for junior college curriculum development. In more recent issues (May, June, and September 1971), other views were expressed on possible alternatives to present curriculum pattern . This issue directs attention to various research reports on curriculum added to the ERIC collection during the past year. The documents are discussed under separate headings, such as State and National Studies, Articulation, Innovations, etc., followed by a note on current trends.

State and National Studies

State and national surveys undertaken during the past year have sought to identify post-secondary needs and have attempted to project curricular trends in the junior college. A statewide study was conducted by the Oklahoma State Regents for Higher Education to determine the current and future junior college needs of Oklahoma (ED 038 971). Data were collected on population trends, manpower distribution and needs, student enrollment, economic patterns, existing and required educational services, and financing. Articulation between two-year and four-year colleges was also an important part of the study. The recommendations included a reduction of program offerings and increased coordination among institutions of higher learning.

A survey by Smith (ED 038 972) of 758 junior colleges considered the nature and frequency of curricular offerings at these colleges. Courses were classified as transfer, occupational, and comprehensive. Comparing the figures with a similar study made in 1962 of 639 junior colleges, he found that, although occupational courses had increased, transfer courses were still clearly emphasized.

A committee of the Music Educators Conference conducted a survey (ED 042 437) to review the role of music in the junior college. Data collected included the organization of the music department, faculty, teaching load, curriculum, and community relationships in 586 institutions. The report suggested guidelines for development of junior college music programs, including staff qualifications, program administration, and program and transfer requirements.

Articulation

Articulation between junior and senior colleges mainly concerns transferability of courses, but other aspects of intercollegiate relations also have a direct bearing on curriculum development. The University of Florida and the Florida State University were consulted by the Illinois Junior College Board and made recommendations for articulation planners in that state. The results of the study were reported by Barnes (ED 045 063). As a first step, they recommended uniform general education requirements among all institutions to facilitate transfer. Other recommendations touched on admission policies, advanced placement and transfer, state planning, and junior college research.

Subject-matter articulation also concerns junior colleges, as shown in a study by Jansen (ED 045 082) of transfer policies of 22 agricultural colleges. It was found that credit in agricultural courses taken in junior colleges outside the state will transfer to a state university more readily and with fewer restrictions than will credit earned in the same state. This study could be significant for states other than Illinois.

An overall report of articulation was made in a nationwide study by Kintzer (ED 045 065), in which he summarized current articulation efforts in all fifty states, based on data received by both state and college officials. Background information, transfer philosophy, transfer policies and procedures, articulation problems, and a projection of future practices in each state's higher education system are included in the study.

An extensive study of the development and current objectives of the junior colleges in the state of Washington was undertaken last year. The Washington State Board for Community Colleges published its findings in three volumes (ED 046 374), (ED 046 375), (ED 046 376). Important decisions on curriculum development included individually paced instruction, continuous enrollment, and a systems approach to instruction.

Innovation in Curriculum

Innovation is a byword in all segments of modern education, and no less so in curriculum development. Many innovative practices are followed in classroom instruction, but the effects on the curriculum in general are sometimes more far-reaching than on teaching. A good example is a study by Hunter (ED 040 696). This project concerned developing, demonstrating, and evaluating a systems approach for general college chemistry, general psychology, and developmental English at Meramec Community College. A course outline, instructional rationale, and materials for workbooks were a part of the project.

Since audio-visual equipment is essential to much curriculum innovation, a general survey of educational media in Illinois (ED 042 439) was conducted by Butler and Starkey. They found that opaque projectors, silent filmstrip projectors, phonographs, audiotape recorders, and 16mm. projectors were the five items most used in the past, and that A-V materials such as charts and maps, phonographs, 16mm. projectors, overhead projectors, and silent filmstrip projectors are most used at present.

Audio-visual materials are vital to the development of auto-tutorial instruction, as noted in a study at Diablo Valley College (ED 042 452). The study surveyed 91 California colleges and 25 in other states to determine how widely these methods were being used. Seventy of the California colleges indicated they are or will be using them. It was further noted that instructors are provided with greater opportunity to manage their educational environment by curricular restructuring.

The direct results of multi-media instruction on the curriculum were studied by Banister (ED 044 098). He presents a rationale for the design and maintenance of a multi-media instructional system with suggestions for developing instructional packages, behavioral objectives, equipment, facilities,

and financial support.

What may be the ultimate in instructional media, the computer, is treated in a report by Brightman (ED 045 078). He discusses principles, curriculum development, and specific courses for the computer curriculum. Issues and problems identified include staffing, articulation between high schools and junior colleges, evaluation, and course objectives.

Another form of curriculum and instruction innovation – self-directed learning – served as the basis for an experiment conducted by Hunter at Meramec Community College (ED 045 081). From a questionnaire distributed among students and instructors, it was concluded that traditional concepts of courses and instruction should be questioned further and that the self-directed learning program should be expanded.

Researchers and junior college staff members interested in further studies on innovation in the curriculum are directed to a comprehensive bibliography compiled by Davis for the years 1968 to 1969 (ED 044 107). It includes 165 articles, books, and reports, arranged in four sections: General Curriculum, Academic, Vocational, and Miscellaneous (which covers articulation, community services, disadvantaged, remedial, inner city, international and foreign).

Basic Studies

Important to the junior college curriculum has been the growth of Basic Studies or General Studies. These remedial courses go a step beyond the "Subject A" courses. The development of such a program in business education at Kapiolani Community College is reported by Taniguchi (ED 042 447). The study focuses on English, mathematics, accounting, shorthand, and typing, and notes an increased concern with individual development, a trend toward thematic rather than single subject-matter orientation, and more independent studies.

Mathematics, a basic subject in any remedial curriculum, is the subject of a survey made by Beal (ED 043 335). Responses from 98 junior colleges show that the reason for remedial mathematics is to enable students to continue in regular college math courses. This is contrary to the study made in Hawaii, noted above. Remediation is still considered in the traditional manner in most junior colleges – namely, boning up for a prerequisite hurdle. It was also noted in Beal's study that only 26 colleges made any effort to evaluate their remedial mathematics program.

A more encouraging report on basic studies was made by Johnson (ED 044 104). He describes the progress of the Basic Studies Program at Tarrant County Junior College. The Tarrant program is a one-year curriculum designed for students who rank in the lowest quarter of their class. Communications, humanities, social science, natural science, career planning, and reading are the six study areas taught in an interdisciplinary context by a team of six instructors, each responsible for 100 students. It was found that students in basic studies persist in college at higher rates than those who have similar academic characteristics but who are in other programs. The success enjoyed here forms a basic rationale for the creation of a special curriculum division in the junior college.

Similar success with a basic studies curriculum is reported by Heinkel (ED 039 881). He examined the San Diego City College General Studies Program and described the rationale, methods of selection, testing, and evaluation of the program. He found that the San Diego students, like those in the Tarrant study, persisted in college and that minority students in the program achieved greater success.

The general, or basic studies, program often reflects the ideas commonly associated with the "core" curriculum. The core curriculum and curriculum development in general were topics at the Northern Illinois University Community Colleges Conference, 1969-1970 (ED 042 445). Another important part of the conference was the discussion on the incorporation of general education requirements into the core curriculum.

Closely associated with the basic studies curriculum is the "compensatory" curriculum, now heavily supported by the federal government. Compensatory education is part of the government's effort to expand educational opportunities for underprivileged students. Florida has been a leader in this field and its efforts are reported in two major studies. The Florida Community Junior College Inter-Institutional Research Council reported a study of two Florida junior college compensatory programs (ED 041 581). It includes descriptions of tests, ways to evaluate achievement, and the identification of students' psychological problems.

The second report, by Schafer and others, is a more complete study of compensatory education (ED 046 370). The 24 junior colleges included were studied according to the planning objectives, implementation, and evaluation of existing programs. The data revealed that 11.6 percent of the students in Florida's junior colleges were disadvantaged and that a thorough evaluation of the programs is needed.

Black Studies

In addition to basic studies, ethnic studies and ethnic problems are becoming a permanent part of the junior college curriculum. Black or African-American studies can be considered either as separate subject matter or as part of a basic studies program. Chicago City Colleges' treatment of urban problems in black areas is reported by Baehr (ED 039 870). Major features of the program are outlined and its operation and evaluation considered. A follow-up study of the 67 students' attitude toward the program was made and their performance was compared with students on other campuses in Chicago.

A more extensive effort to deal with the black community through the junior college is reported by the Southern Regional Education Board in Georgia (ED 046 380). Several "action" programs illustrate innovative procedures that show promise of increasing the enrollment of black students and providing programs of such value as to keep them in school. Important considerations were found to be recruitment, special services, a special curriculum, and new instructional methods.

The most comprehensive examination of black studies has been made by Lombardi (ED 048 851). He states that black studies in the curriculum may be the most far-reaching reform in the history of the junior college because it has forced a reexamination of its fundamental philosophy. He bases this view on a national survey, undertaken in 1970, that revealed that virtually every type of junior college offers black studies and that some 242 institutions offered at least one course in black studies. Lombardi discusses political considerations, ethnic studies in general, differences in types of black studies, and the social-economic factors affecting them.

Vocational Education

Vocational, occupational, and technical education have recently received a good deal of attention from researchers. Especially notable are the reports on cooperative work-experience programs. Boyer reviewed various aspects of this kind of curriculum in the October 1970 *Junior College Research Review* (ED 042 455), where she looked at the value of work-experience education and the promotional responsibilities of the college, and surveyed existing work-experience programs.

Cooperation between industry and junior college was reported on by the American Hospital Association (ED 045 086). The survey included 5,372 hospitals in the United States and Puerto Rico. Information was sought on the types of health occupations students are preparing for, the types of curricula in hospitals of different sizes, the number of curricula in each hospital, and the geographic distribution of hospitals.

Cooperative education was the subject of a dissertation by Basseri (ED 046 387). He proposed that mid-management training be undertaken by the junior college and offered a curriculum plan. Critical needs in cooperative education and job requirements for management positions were identified.

Many new occupational programs have been added to the curriculum, supporting the study made by Smith noted above, and many have been proposed and/or evaluated in research

reports. One such program was reported by Fox (ED 045 085). He calls for more effective programs for semiprofessional personnel in the field of corrections. His report discusses the competencies needed, the jobs and the necessary training, and a variety of degree programs.

Another special occupational program is reviewed by Favreau (ED 046 367). The author covers the many problems and needs in fire service education and details the special skills that should be included in the curriculum. The study revealed that the number of junior colleges offering this program has increased 50 percent in the past five years. The suggested programs are designed to lead to a Fire Science Associate Degree and Fire Science Certificate.

The newly prominent public service occupations, such as health and fire, are becoming more sophisticated and will soon reach the point of being sciences. Law enforcement is another of these areas. Pace (ED 046 368) offers the junior colleges and law enforcement agencies alternative ways to merge resources to improve police training and education. The report includes suggested curriculum; division of responsibilities between colleges, police academies, and advisory committees; and five examples of successful programs.

Vocational curricula are constantly undergoing evaluation of both their learning and financial accountability. Henderson offers suggestions for program planning and evaluation through the use of surveys (ED 045 087). He maintains that surveys will provide valuable information on student characteristics, manpower needs and projections, accountability, and financing, and suggests types of surveys, persons to be surveyed, and how to obtain feedback.

Trends in Curriculum Development

1. *Growth of a third major division in the junior college curriculum.* Basic/General Studies is fast becoming a third part of the general curriculum in many junior colleges. Unlike the traditional remedial programs, it is a comprehensive coverage of subject matter. English, mathematics, and other subjects are being combined into a coordinated curriculum, similar to the core curriculum and closely associated with compensatory education. The latter, heavily financed by the federal government, attempts to deal with urban and other educational problems resulting from social and economic imbalance.

2. *Greater influence from social-political upheavals.* The junior college acknowledges some of the social and political issues of modern society in its establishment of ethnic studies. Of special note is the addition of Black Studies courses to the curriculum.

3. *Expansion of vocational-technical curriculum.* The number of occupational programs is increasing, especially those funded by the federal government. In addition to the reports submitted by the junior colleges, many generated by the ERIC Clearinghouse for Vocational-Technical Education provide information on a number of occupations. Although the number of vocational-technical programs has increased, the heaviest emphasis in the junior colleges is still on the transfer curriculum. The conflict between traditional academic prestige and the need for a practical "less-than-collegiate" curriculum continues.

4. *Continued innovation.* Two major areas of curricular and instructional innovation receive attention – audio-visual materials and auto-tutorial methods. Computers and self-instructional materials are becoming more widely used. There is also a trend toward moving innovative practices directly into curriculum development, rather than confining them to classroom instruction.

5. *Use of instructional objectives in curriculum development.* Concurrent with the application of innovations to curriculum development is the use of instructional objectives as the basis for curriculum. There is some concern with the administrator's role in curriculum development, both negative and positive, and with the orientation of deans of instruction to the use of instructional objectives. The use of objectives may also result from the demand for accountability, although "accountability" is usually used only in its narrow financial sense.

6. *Articulation.* Transferability of courses and a smooth transition from junior college to the university are still problems – just as they are between high school and junior college. State governments are becoming more involved in statewide educational planning, possibly indicating the failure of the junior colleges to take the initiative in articulation.

7. *Evaluation.* Of several broad areas in curriculum development that deserve further study, the first is research on evaluation. With the rapid expansion of the junior college curriculum, a closer examination could be made of the existing curriculum, in terms of achievement and purpose, and of individual courses and programs.

Closely related to evaluation is the problem of establishing a rationale for curriculum development. Some efforts toward the development of a rationale are noticeable in the development of instructional objectives. They are being used for individual courses, but few have been developed for the curriculum in general.

Young Park

Public Administrative Analyst

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Testing

The team on testing actively considered research findings and sought advice concerning the many aspects of testing along with the impact of testing upon the lives of people. The team has concluded that:

1. Testing has played a vital role in determining those individuals prepared to receive post secondary education.
2. Testing has often been used effectively to deny opportunities to minority persons.
3. Many of those responsible for interpreting test results have not received sufficient training to perform such a function.
4. Selective admissions to certain specific programs in open door institutions have been made mostly on the basis of high scores rather than admitting those whose potential might not be reflected by test scores.
5. Financial aid has often been awarded on the basis of test scores instead of financial need.
6. Test scores are significantly and highly related to family economic status.
7. Many teachers are lacking in knowledge and skills related to evaluation of students.

8. Once admitted, many minority students succeed despite initially low test scores.
9. Professional aspirations of minority students should not be discouraged merely because of low test scores.

For these and other reasons the team on testing offers the following rationale and recommendations for changes in testing procedures at the community college level.

Currently, there seem to be several levels of testing for students who are of major concern in equal access/equal opportunity. Testing may be for:

1. Entrance and/or identification.
2. Diagnostic purposes to attempt to place students in instructional strategies or systems consistent with their goals.
3. Instructional purposes to determine student progress and updating of the curriculum.
4. Entering special and/or specific programs (especially allied health).
5. Comparative purposes with other curricula (specifically 3rd and 4th years in four-year institution programs).

Assuming adequate recruitments of students, one of the first needs in terms of testing to provide minority students with equal access/equal opportunity is to identify the academic needs of students. Students do not need to be judged on the basis of a single criterion such as the Florida

Twelfth Grade Test. They need to be judged on multiple data supplied by themselves and other data required by the institution. Research has shown that test norms based on the general American population are inappropriate for minority groups. Also, the use of tests, especially as predictors, with minority groups lacks adequate validity. The 1968 evidence of Kirkpatrick, et al acknowledges this fact as do more recent studies. (Kirkpatrick, 1968)

During the past few years, the courts have exhibited an increasing tendency to review academic decisions about students with prospects of accelerated and more intensive review in the near future. These reviews appear to be the result of several forces.

1. Increased sophistication and curiosity of students.
2. The decline of the in loco parentis doctrine.
3. Higher education being regarded as both a social necessity and as an individual right.
4. The expansion of civil rights protection by public authority.
5. The developing notion that "state universities are simply another agency of the state government to be policed, regulated, and whipped into a bureaucratic mold." (Enarson, 1973)
6. The new age of majority in which students are adults rather than minors. (Young, 1973)

Most measurement specialists, counselors, and teachers have agreed for many years that group tests yielding IQ scores are inappropriate for decision making about certain subgroups and certainly not useful in making comprehensive decisions when used as a single criterion. Some public school systems such as the New York City System have abandoned tests yielding IQ scores.

It is recommended that group or standardized tests yielding IQ scores such as the Otis Quick Scoring Tests, the Otis-Lennon Mental Ability Test, and the California Test of Mental Maturity be discontinued at the present time for use in the community colleges of Florida.

Advisors to students should be encouraged to make use of all available tools which are designed to assess student potential. Present day computer facilities are able to process different kinds of information for decision making. Such procedures could preclude a lockstep curriculum and the tracking of students. Persons who interpret these data should be trained to more humanistically help the student deal with his progress through the institution.

It is recommended that:

1. The Florida Twelfth Grade Test be discontinued at the present time for use as a program placement or counseling criterion in the community colleges of Florida.

2. Humanistic advising and/or counseling be effected:
   a. By immediate reduction of student to counselor ratio. This can be accomplished by hiring more counselors and paraprofessionals.
   b. By employing more minority counselors.
   c. By having a program of in-service humanistic training of existing counseling staff.
   d. By the use of peer counselors.
3. Each institution utilize staff and program development (SPD) money for implementing equal access/equal opportunity for minority groups. Some examples of how SPD money might be used for testing are:
   a. Support Comparative Guidance and Placement Program (CGPP) and Cognitive Style Mapping (CSM).
   b. Evaluate alternative instructional strategies.
4. A data bank system be developed for easy access to multiple data and for problem solving. The data bank should include data similar to that available in the CGPP and CSM including biographical, academic, and interest data.

There is a need for a vehicle to get the counselor and the student together. The vehicle should be useful in guiding the student for optimal success in accomplishing goals. The Comparative Guidance and Placement Program (CGPP) and Cognitive Style Mapping (CSM) are two vehicles for use in counseling and guidance in accomplishing these goals. The

CGPP is probably the easier of the two to use and includes the following measures.

1. Biography Inventory.
2. Reading.
3. Comparative Interest Index.
4. Sentences (Standard English).
5. Mathematics.
6. Year 2000 (Reasoning).
7. Mosaic Comparisons (Preception).
8. Letter Groups.

See appendix A for a more complete description and use of the CGPP administered by the College Entrance Examination Board (CEEB).

The Cognitive Style Mapping (CSM) program requires a substantial training, but is designed to provide for better matching of students' goals with instructional strategies. See appendix B for a complete description of the CSM program.

The use of vehicles like the CGPP or CSM should facilitate student retention in the community colleges and increase the FTE for funding purposes. If the intervention of a more personalized and humanized educational system, effected through use of the CGPP or CSM, were to result in increased retention, the colleges would realize an increase in state funding, thus probably offsetting expenditures in personnel and materials needed to implement such programs. Beyond the economics of the case is the importance of providing a more meaningful educational experience for more students.

It is recommended that:

1. A comprehensive guidance program be established using the CGPP or the CSM and that a study of the comparative effects of these two programs be carried out.
2. A study be designed and carried out to determine the increase or decrease in FTE resulting from counseling using the CGPP or CSM.

Teacher developed informal tests, procedures, and materials can be very valuable. A center for assembling and distributing teacher developed procedures and materials may be helpful.

It is recommended that a materials center be housed at Valencia Community College under the direction of Ms. Thelma Dudley for the 1974-75 academic year to receive and distribute teacher developed tests, procedures, and materials not normally produced and distributed by publishing houses. A decision should be made by the Florida Association of Community Colleges at its 1975 convention concerning housing of the materials center after the 1974-75 academic year.

Certain programs within the community college have many more applicants than can be accommodated for instruction. This condition is particularly true of the allied health programs. The setting of numerical goals is probably the best approach to be sure that minorities have equal access/equal opportunity for training and employment in the allied health area. The numerical goal would demand that

a given number of minority students be accepted, given alternative instructional strategies, and a reasonable number graduated.

It is recommended that numerical goals be established for Blacks, American Indians, Asians, and Spanish surnamed persons in programs where there are more applicants than can be accommodated for instruction; for example, the allied health area.

In addition to the type programs noted above, academic diagnostic testing is necessary. Test batteries such as the Iowa Tests of Basic Skills (ITBS) or the Metropolitan Achievement Tests (MAT) can be used for diagnosing difficulties in basic skills. The ITBS has subtests including vocabulary, reading, language arts (spelling, punctuation, capitalization, etc), work study, arithmetic, social studies, and supplementary tests. The ITBS can be scored in such a way in reading, for example, that one can determine if a student does or does not know the main topics of paragraphs. The teacher's manual gives prescriptions for acquiring the skill of knowing main topics of paragraphs. This procedure is generalized to other reading skills and other subtests.

It is recommended that diagnostic tests such as the ITBS and MAT be used for academic diagnosis, especially in the basic skills areas.

In addition to diagnostic testing of the traditional sort, community college instructors might supplement the

teaching of these skills with emphasis on the development of ego strength, which has come to be viewed as a significant variable in scholastic achievement. David McClelland suggests in a recent article in the American Psychologist that educational attempts to facilitate ego development may be beneficial to student learning. He begins by enumerating some of the grievous faults of currently used tests, especially the underlying presumption of native intelligence found just beneath the surface of most aptitude tests. McClelland develops the notion that we ought to assess for those behaviors which are more pertinent to life functions, since the evidence on current aptitude testing shows that such tests correlate well with grades in college, but neither aptitude tests nor grades in college correlate well with any other behavior.

McClelland's critique is followed by a listing of six principles to be used in assessment, one of which is the testing of competencies involved in clusters of life outcomes. These competencies include such areas as communication skills, patience, ego development, and moderate goal settings. The implication of this suggestion for the management of learning is that such competencies can be taught, and they will be of value to the student in coping with real life situations. The development of such competencies may be more important than the achievement of high grades and test scores.

It is recommended that community college instructors investigate the approaches suggested by McClelland.

It seems almost inevitable that teaching load be reduced to a level consistent with the accomplishment of student goals, as well as institutional ones. Some teachers will need a reduction for devoting time to counseling, others a reduction for curriculum revision, and still others for task force work or other activities. This is one of the most pervasive needs of the community college.

It is recommended that teaching load be reduced to not more than 12 contact hours from the present 15 contact hour load required by law.

Standardized tests have on many occasions been used as a criterion for a student completing instructional courses. It would be very rare indeed for a standardized test to be appropriate to measure the objectives of an instructional course. Giving a standardized test for course credit is an "after the fact" criterion and cannot be a better criterion than a course grade or ranking by testing for the outcomes of the objectives of a given instructional course. On the other hand, tests such as the ones in the College Level Examination Program (CLEP) are tests administered "before the fact" to determine if students should receive credit for various courses without formal instruction. Community college students should be encouraged to prepare for and take various tests offered through CLEP to receive credit without formal instruction.

It is recommended that:

1. No standardized test to be used as a criterion for completing an instructional course.
2. A program be established to assist students to prepare for and take appropriate tests in the CLEP to receive credit without formal instruction in certain courses. In addition, community colleges and high schools must cooperate to see that all students are aware of the CLEP program.

During the 1970's, court decisions based on Griggs v. Duke Power Company have included awards to those denied job opportunity through testing where the test is not substantially related to job success. Skills tests such as typing are probably the only ones substantially related to job success. State licensing by testing is another function of appropriate concern in this area.

It is recommended that:

1. Skills tests only be administered for the hiring of staff personnel when skills are related to job success.
2. A liaison group be established between the community colleges and appropriate state licensing boards to consider more appropriate evaluation strategies than those presently used to insure compliance with present legal demands; i.e., nursing.

Classroom evaluation strategies have become extremely valuable and necessary for good school management and accountability. The need for providing assistance to teachers to develop and use various strategies is great.

It is recommended that an evaluation strategies specialist be employed to train teachers for adequate evaluation of outcomes of instruction.

It has been reported that professional schools do not look with favor upon students who have received credit through the CLEP program. Until the rules and policies concerning credit by testing are revised, the unfavorable attitude toward students who receive credit through CLEP testing should not exist.

It is recommended that credit earned via CLEP be as acceptable by professional schools as any other segment of post-secondary education.

There seems to be substantial evidence that almost all community college graduates who enter four-year colleges major in either business or education. This is a very serious problem and needs cooperative effort between the community college system and the university system.

It is recommended that community colleges and university system personnel direct efforts to assure that opportunities exist for students from community colleges to enter fields of study in the universities in addition to business and education.

There is a direct relationship between course objectives, methods of instruction, and testing and evaluation for the assignment of grades. At the beginning of the course, the student should know the objectives of the course and exactly what is expected of him. Feedback concerning the progress of a student during a course is absolutely necessary.

It is recommended that a grade at the end of a course be justified in light of objectives, methodology of instruction, and adequate evaluation.

Summary List of Recommendations

It is recommended that:

1. The Florida Twelfth Grade Test be discontinued at the present time for use as a program placement or counseling criterion in the community colleges of Florida.
2. Humanistic advising and/or counseling be effected:
   a. By immediate reduction of student to counselor ratio. This can be accomplished by hiring more counselors and paraprofessionals.
   b. By employing more minority counselors.
   c. By having a program of in-service humanistic training of existing counseling staff.
   d. By the use of peer counselors.

3. Each institution utilize staff and program development (SPD) money for implementing equal access/equal opportunity for minority groups. Some examples of how SPD money might be used for testing are:
   a. Support CGPP and CSM programs.
   b. Evaluate alternative instructional strategies.
4. A data bank system be developed for easy access to multiple data and for problem solving. The data bank should include data similar to that available in the CGPP and CSM including biographical, academic, and interest data.
5. A comprehensive guidance program be established using the CGPP or the CSM and that a study of the comparative effects of these two programs be carried out.
6. A study be designed and carried out to determine the increase or decrease in FTE resulting from counseling using the CGPP or CSM.
7. A materials center be housed at Valencia Community College under the direction of Ms. Thelma Dudley for the 1974-75 academic year to receive and distribute teacher developed tests, procedures, and materials not normally produced and distributed by publishing houses. A decision should be made by the Florida Association of Community Colleges at its 1975 convention concerning housing of the materials center after 1974-75 academic year.

8. Numerical goals be established for Blacks, American Indians, Asians, and Spanish surnamed persons in programs where there are more applicants than can be accommodated for instruction; for example, the allied health area.
9. Diagnostic tests such as the ITBS and MAT be used for academic diagnosis, especially in the basic skill areas.
10. Community college instructors investigate the approaches suggested by McClelland.
11. Teaching load be reduced to not more than 12 contact hours from the present 15 contact hour load required by law.
12. No standardized test be used as a criterion for completing an instructional course.
13. A program be established to assist students to prepare for and take appropriate tests in the CLEP to receive credit without formal instruction in certain courses. In addition, community colleges and high schools must cooperate to see that all students are aware of the CLEP program.
14. Skills tests only be administered for the hiring of staff personnel when skills are related to job success.
15. A liaison group be established between the community colleges and appropriate state licensing boards to

consider more appropriate evaluation strategies than those presently used to insure compliance with present legal demands; i.e., nursing.

16. An evaluation strategies specialist be employed to train teachers for adequate evaluation of outcomes of instruction.
17. Credit earned via CLEP be as acceptable by professional schools as any other segment of post-secondary education.
18. Community Colleges and university system personnel direct efforts to assure that opportunities exist for students from community colleges to enter fields of study in the universities in addition to business and education.
19. A grade at the end of a course be justified in light of objectives, methodology of instruction, and adequate evaluation.

Appendix A

The Comparative Guidance and Placement Program (CGPP)

The Comparative Guidance and Placement Program (CGPP) is designed for use with students who are entering two-year colleges and vocational-technical institutes. Now is the fifth year the program of the College Entrance Examination Board has been administered (as of July, 1973) at approximately 225 colleges and vocation-technical institutes to some 280,000 students. Its experimental predecessor was administered at a number of institutions to 65,000 additional students. By collecting and analyzing information about each student's interests, background, abilities, and plans, the program provides a basis for sound guidance of individual students. By summarizing information about groups of students, it provides a basis for institutional study and planning.

Purposes.

The focus of the program is guidance of students already admitted, not selection for admission. Its purposes are to:

1. Help students examine their interests and abilities in relation to the educational options open to them so they can make informed plans for their careers and courses.
2. Provide the counselor or faculty advisor with a picture of each student as an individual so the

counselor can help him plan an appropriate program; identify English and mathematics courses that are appropriate for him; and determine any remedial, financial, or other kinds of special assistance he may need.

3. Describe the student body as a whole and groups within it so administrators can plan courses and services to meet students' needs.
4. Inform faculty about the characteristics of students they will teach and about their relative strengths and weaknesses in verbal, English, and mathematics skills.

Program Services.

The CGPP offers a number of reporting and interpretive services. The Student Report is the basic service. A one-page, comprehensive summary of information about the individual student gathered by means of the questionnaires and tests, it includes:

1. Interest and ability scores, reported in a normative context.
2. Predictions of performance in various programs of study and in specific courses in English and mathematics, presented as probability statements rather than as grade estimates.
3. An indication of the student's financial need.
4. A checklist for special assistance the student would like.

Information from the Student Report is also provided in roster form, and it is available on punched cards and taped for machine processing.

Other services offered by CGPP are statistical reports for counselors, administrators, and faculty follow-up studies that relate CGPP results to criteria of college performance, such as the grade-point average and individual course grades and interpretive publications for students, counselors, faculty, and administrators.

Biographical Inventory.

This questionnaire provides information for counseling and guidance, describing an entering class, and planning student services. The questions concern the student's background; his plans for part-time employment, housing, transportation, and participation in extracurricular activities while he is on campus; his long-range educational and occupational plans; areas in which he would like special assistance; and his interests in various academic and vocational areas.

Comparative Interest Index.

This questionnaire lists 176 activities and asks the student to indicate whether he likes, is indifferent to, or dislikes each activity. For example, "To design clothes, textiles, etc." and "To visit stores, factories, offices, and other places of business to find out how their work is carried on." Many of the activities are clearly related to specific fields of study and work. They are selected

from a wide variety of fields and are generally understandable to students even if they have never engaged in the activities.

Reading.

The reading test consists of brief passages (50-250 words) followed by related questions that measure four crucial skills: comprehension of the main idea; comprehension of specific details; ability to make inferences; ability to extract the meaning of vocabulary from context. The subject matter in the passages is varied and is directed toward a variety of interests and reading preferences. The level of difficulty of the test facilitates identification of students who need remedial work. In addition, the test differentiates among levels of skill throughout most of the range of reading ability.

Sentences (Standard English).

This test measures a student's mastery of standard written English. It presents a series of sentences, many of which contain the types of errors frequently made in grammar, usage, word choice, idiom, capitalization, and punctuation. The student is asked to recognize faulty English where it occurs.

Mathematics.

There are three mathematics tests: Mathematics C, Mathematics D, and Mathematics E. Students take only one

of the tests. Mathematics C consists of computation problems in applied arithmetic. Students take Test C if they have not studied algebra or if they have studied algebra for less than one year. Test D, consisting of computation and elementary algebra problems, is for students who have studied algebra for one year. Test E, an algebra test, is for people who have studied algebra for more than one year.

Year 2000 (Reasoning).

This test consists of a calendar for the first six months of the year 2000 and a set of directions for finding certain dates on the calendar. Each direction serves as a test question, and the student marks the date he chooses on the special calendar printed directly on the answer sheet.

The directions become increasingly complex as the student proceeds through the test. Eventually, he is required to use several rules in order to select a date. The ability needed to perform well on this test is often called "integrative reasoning."

Mosaic Comparisons (Perception).

This test is a measure of perceptual speed and accuracy.

Letter Groups.

This test requires the student to form and try out hypotheses. Essentially, the task is one of inductive reasoning in a nonverbal context.

Appendix P

Cognitive Style Mapping

Dr. Joseph E. Hill, President, and Dr. Derek N. Nunney, Vice President, Oakland Community College in Bloomfield Hills, Michigan have synthesized educational research in what they call the educational sciences and have developed a Personalized Educational Program that utilizes cognitive style "mapping" as a vehicle to assist students' to achieve success in their own individual college progress.

Dr. Hill originally used cognitive style mapping with an adult education program while he was at Wayne State University. He launched a full-fledged program when he became president at Oakland Community College. Today, it is being used from kindergarten through graduate studies in many areas of the country.

If we can agree that each person is a unique individual, we can agree that each student has a unique way of using his senses, solving problems, making decisions, organizing information, and seeking meaning. We first must find out how he uses symbols; if he is essentially a reader or a listener; if he makes up his own mind or sees things as his family or associates see them; and if he likes to categorize information, or compare and contrast, or find relationships. At the outset, when he enters the community college, we should know as much as possible about his cognitive

style. The technique used to gather this information is called "mapping." Diagnostic test material, some standardized tests, and some test material developed at Oakland Community College, produce data for a "cognitive map" of each student.

The mapping is followed by a session between the counselor and the student, during which an educational "prescription" is decided upon. Certain other personal data are gathered at this time, and the student has the distinct knowledge that he is involved in planning his own program in a way previously not encountered in education.

The Personalized Educational Program (PEP) planned for the student at this time schedules him in a class with a teacher or a team of teachers. Flexible programming then allows him to go to one of several instructional modes available. He may be sent to:

1. The Individualized Programmed Learning Laboratory, where full-time faculty, programmed tests, and audio-visual materials are at hand.
2. The Carrel Arcade, where he will work independently or in small groups and where para-professionals and extensive audio-visual materials provide content.
3. The Youth-Tutor-Youth program, where informal guidance and tutoring by advanced students is offered.

4. The Learning Resources Center, where the independent student calls upon trained staff and searches and reads.
5. Seminars, where the dynamics of group interaction provide enrichment as well as content.

Courses in the FEP curriculum are broken down into small units with well-defined objectives. Students take tests to move from one unit to the next. They must succeed in each before they move on. Successful completion of each unit reinforces a student's positive view of himself, of the course, and of the college system. The not unusual, negative experience of receiving low grades after long studies is replaced by a succession of small satisfactory achievements usually leading to success in the course.

Constant interaction with faculty, para-professionals, and tutors is designed to guarantee success for the student, a growth in skills, and a modification of his cognitive map. In order to function within the educational system, it is necessary for many students in the community college to build certain skills and abilities that lead to having well-rounded or "augmented" cognitive maps. Successful completion of the units in the introductory courses assists in the modification that is necessary for the student to move on into advanced courses that may or may not be taught by faculty who have been trained in this approach.

In order for a program of this sort to succeed, a commitment must be made by the institution to a philosophy

that embodies a belief in every individual's worth and a willingness to take the student from where he is and move him onward. From this base, administrative backing for the training of personnel and the allocation of spaces and funds must follow. Most community colleges in Florida already have a group of dedicated faculty who will welcome the opportunity, spaces, and budget allocated for service that is in some level of development. Most colleges have library and audio-visual materials with which they are attempting to meet student needs. What would be required would be an initial investment of funds for training personnel and for purchasing the diagnostic tests, a yearly budget for the scoring of tests (Dr. Hill offers this service at cost through the computer, currently one dollar per student), and some consultant money for occasional assistance to the planning group as a project gets underway. It would be advisable to begin with a small project in order to learn the way, expanding when the team of counselors and teachers feels capable and has pulled together the necessary expanded materials. One of the outcomes of projects around the country has been a closer, coordinated counselor-faculty relationship, which is exceptionally effective when advising students.

In Florida, Dr. Marion Neil of Florida State University is coordinating training institutes, with Dr. Hill and Dr. Nunney providing the instruction. Plans are underway for

1974-75 institutes in October, January, and May. The next institute is scheduled for October 27-November 1, 1974, in Orlando. For information, contact Dr. Marion Neil, Director, Educational Sciences Institutes, 1905 Chowkeebin Nene, Tallahassee, Florida, 32301; phone numbers: work, (904) 644-4706; residence, (904) 878-2896.

Brochures about the Educational Sciences, the Personalized Educational Program, and Cognitive Style may be secured by writing to: Dr. Derek N. Nunney, Vice President, Oakland Community College, 2480 Opdyke Road, Bloomfield Hills, Michigan 48013; phone number, (313) 647-6200.

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Human Relations

Introduction.

From a careful examination of data included in the Plan for Equalizing Educational Opportunities in Higher Education in Florida, input from persons employed in the community junior colleges, and expressions from a sample of students who have attended community colleges in Florida, it is apparent that the system needs to review critically all aspects of its responsibility in providing the necessary human equality for improving the life chances for minority persons. The relatively low number of minority group students who are entering and completing programs, as well as the absence of representative numbers of minority administrators, faculty, and support personnel, raise serious questions about the sensitivity of the community colleges to the needs and aspirations of this important part of the community.

It is impressive to note that the governing bodies of the Florida Community College System have publicly recorded their commitment for equal access/equal opportunity to the community colleges with due regard to the elimination of historical barriers which have blocked and/or frustrated minority group members. If this determination is to result in success, an underlying and central aspect of every level of operation and personnel function in each community college

must be a heightened sensitivity which clearly communicates to minority group members empathy, respect, responsibility, and accountability. The extent to which a college is able to make these human factors real in the experiences of each member in its educational setting will determine the degree to which that institution is moving toward the establishment of the quality of life necessary for effective teaching and learning. This quality of life is an equal status relationship with majority group members, characterized by mutual respect, mutual trust, mutual responsibility, and mutual accountability. This important goal necessitates the need for more effective human relations skills in the community college, which at this point is critical.

In an attempt to provide information on human relations which is felt to be useful in assisting the community colleges to make the open-door concept a reality, this report has been structured as follows:

1. A rationale which sets forth the assumptions upon which this document rests.
2. Goals which identify some critical desired outcomes for the human relations aspect of equal access/equal opportunity.
3. Objectives which are behaviors necessary for the realization of desired goals.
4. Strategies and recommendations which suggest alternative methods by which the objectives might be accomplished.

Rationale.

To have a good, sound, healthy human relations atmosphere in a community college, all levels, elements, and segments of the college population, including the governing board, should:

1. Recognize and acknowledge the dignity and worth of each individual student, faculty member, and staff person as a human being.
2. Give special and positive attention to, take advantage of, and support educational, racial, cultural, economic, and other important differences found among individuals within the total community college population.
3. Be aware of the fact that what one person feels or believes about another person's worth, ability, or peculiar or special characteristics is shaped by what each person has learned in the home and through other groups with which he or she spent most of his or her time as a child and young adult. For example, a white instructor who grew up believing that most blacks are not smart enough for college may act in such a way toward black students that few of them will be able to pass that instructor's course. This failure on the part of blacks strengthens the "I told you so" attitudes that so often prevail.

4. Recognize that attitudes can be changed effectively if each individual, from chairman of the board to students, tests his or her feelings and beliefs against real life experiences. Persons in positions of leadership and influence within the college must be the first to test their beliefs and, if necessary, to change their attitudes if the total college community is going to work toward improving relations among all of the individuals on the campus and between the campus and the total community.

5. Recognize that the open-door philosophy will truly become a matter of actual policy only when those on the outside looking in believe that all who would like to enroll are welcome and will be given the help they need to succeed once they are in; and only when everyone already in or a part of the college, from chief executive to student to clerk, makes every other human being feel that he or she is a respected, important part of the college. The way we act toward others will be the real measure of our ability to make them feel welcome. Behavior affects attitudes, and attitudes affect behavior.

Men and women who are thinking about coming to school or applying for a job in a community college get the feel of the college from the way administrators, faculty, staff, and

students act toward them; by the written policies and procedures of the college; and by the general attitude of the people in the total community as reflected in housing opportunities, the school system, child care and medical facilities, public transportation, the physical location of the college, and other important facets of living in a particular community.

While a community college is a community unto itself, it is also a part of and reflects the total community in which it is located. It has a responsibility to improve its own behaviors, attitudes, policies, and procedures, as well as to give leadership for the betterment of life to all in the larger community which it serves.

However, it is not enough by itself to have a personal value system and a set of attitudes and beliefs that are positive toward minority students. People need to have learned and at their disposal skills in dealing with human relations problems. For instance:

1. The top administrator who values the success of minority students but employs an autocratic management style curtails the creative approaches other administrators, faculty, and staff would use to help students.
2. Faculty who value success of minority students but who do not possess the human relations skill of giving negative feedback, without it having a debilitating effect on the students' motivations

and self-image are defeating their own value systems.

3. Staff who value and have positive attitudes toward minority students but have not learned listening skills which would enable them to really "hear" and appropriately respond to what the students are communicating are also defeating their own value system.
4. A department within the college that is genuinely interested in the minority students' success but has not as a group learned how to do group problem-solving, end up in department meetings with meaningless in-group power struggles and "ego trips" which are counter productive to students' success.

Human relations workshops and other activities which deal with attitudes toward minorities and human relations skills development are viable means of change. Yet, sporadic and haphazard use of human relations workshops which are not tied directly to specific institutional problems and which do not flow from a thorough human relations needs assessment are useless. If, on the other hand, appropriate human relations training is part of an overall, well-planned and coordinated change effort based on a needs assessment, then these workshops and other activities can produce marked positive results.

In the final analysis, the evidence as to whether a healthy and supportive human relations atmosphere has been

established at a community college is determined by the students' (consumers') attitudes toward what the college has done to facilitate their meeting their personal, educational, and social goals.

Based on this rationale, the accomplishment of the following goals are essential for accomplishing equal access/equal opportunity for minority students. These goals carry with them specific recommendations in the form of objectives for accomplishing the goals.

Goals and Objectives.

I. The Division of Community Colleges.

Goal. -- Through the establishment and maintenance of consistent, positive behavior patterns become a model of equal access/equal opportunity at the professional level.

Objectives.

A. The make-up of the professional staff of the Division of Community Colleges will reflect the racial, cultural, and economic background of the state of Florida.

B. The responsibilities and duties of minority group professional staff members will be equal to that of majority group professional staff holding the same position.

C. The Division of Community Colleges will continue to develop staff competencies in the area of human relations to help facilitate individual community colleges implement the equal access/ equal opportunity plan.

Strategies.

A. The Division of Community Colleges will coordinate off-campus workshops for itself, presidents, vice presidents, and deans to focus on implementing strategies, personal attitudes, and human relations skills. Consideration should be given to the use of external human relations consultants. A spin-off from this would be that administrators from local campuses could evaluate the possibility of using consultants on their own campuses.

B. The staff of the Division of Community Colleges will hold a workshop for itself, run by external control, to assess any human relations training needs. Follow-up workshops based on these needs should be scheduled.

II. The Administration.

Goal. -- To establish and/or maintain consistent administrative behavior patterns at each community college so that a larger percentage of minority students will meet with success.

Objectives.

A. To hire black administrators for upper level administrative positions of dean or above in each community college.

B. To increase the ratio of the black teaching faculty, staff, and middle-level management at each community college.

C. To communicate clearly to the college faculty the administration's commitment to affirmative action and equal access/equal opportunity.

D. To communicate clearly to the community a commitment to affirmative action and equal access/equal opportunity.

E. To receive feedback from minority population in the community regarding their needs, perceptions of the college, expectations of the college, problems, and perceived ways of solving these problems.

F. To create an on-going human relations program.

G. To develop policies and operational procedures for a program of professional self-renewal for themselves, the faculty, and the staff.

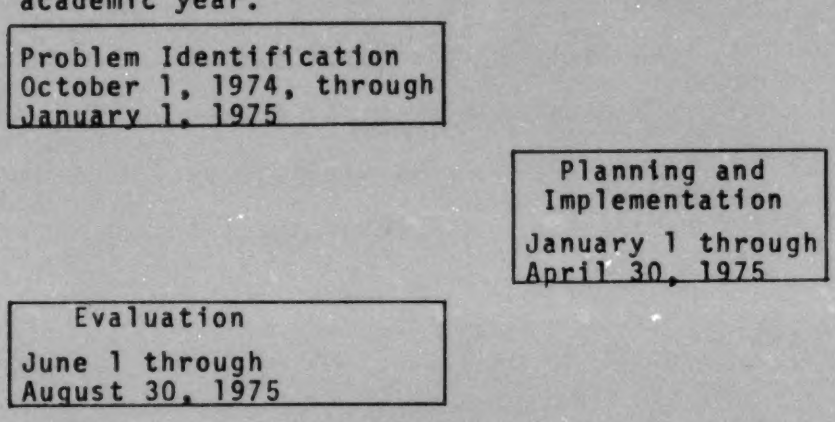
H. To develop a systematic program of input and feedback from all students, especially minority students, concerning the institution on all levels.

Strategies.

A. Presidents or campus vice presidents should take responsibility through their Campus Council or equal organizational structures and for identifying problems in human relations.

B. After problems have been identified, the Campus Council, or equal organizational structure, should take responsibility for implementing strategies for improving human relations. Techniques may involve workshops in the areas of management styles, role definition, organizational structure, problem-solving and decision-making procedures, and attitude assessment. The entire program should be evaluated at each step. A possible time-table may be:

1. Problem identification, October 1, 1974, through January 1, 1975.
2. Planning and implementation, January 1 through April 30, 1975.
3. Evaluation, June 1 through August 30, 1975.
4. Planning and implementation for 1975-76 academic year.



C. Set up a minority advisory committee to the president. The function of this committee would be to communicate concerns of the minority communities and to make specific recommendations.

D. Institute a comprehensive in-service staff development training effort.

E. Place students on major committees in the institution.

F. Involve non-leaders in formal conferences on and off campus.

III. The Faculty.

Goal. -- To establish and promote consistent teaching behavior patterns at each community college so that a larger percentage of minority students will perceive and be convinced that they can and will successfully complete programs in which they are interested and for which they qualify.

Objectives.

A. To make every effort to develop a positive classroom atmosphere that will facilitate the students' holding positive self-images.

B. To develop an atmosphere of colleagueship among majority and minority faculty so that the students can benefit from all available resources.

C. To develop an atmosphere where students and community members, particularly those of minority groups, may serve as resources in order to give

the students maximum benefit of all available resources that will assist in their development.

D. To demonstrate a desire and an eagerness for students to be successful.

Strategy.

The administration support in-service workshops based on needs assessment which might involve a variety of human relations learning experiences. For instance:

1. Giving negative feedback to students without being demeaning or insensitive.
2. Utilizing classroom conflict in a positive way.
3. Giving and receiving positive and negative feedback from peers and students.

IV. The Staff.

Goal. -- In the performance of their roles, staff will develop and reflect consistent, positive behavior patterns that will result in making all people feel welcome at the college.

Objective.

The staff will examine their attitudes and behaviors to assess their effects on minority students.

Strategy.

The administration support in-service workshops and other activities based on a needs assessment.

For instance, such a needs assessment might indicate some of the following training needs:

1. Listening skills.
2. Speaking skills.
3. Feedback skills.
4. Attitude awareness.
5. Behavior impact.

V. The Students.

Goal. -- Establish and maintain consistent behavior patterns that will cause him/her to maximize success.

Objectives.

A. Students will see themselves as worthy individuals.

B. Students will see the worth in others and respect their differences.

C. Students will examine their personal, educational, and vocational goals to see if they are moving in the direction of their highest potential.

D. Students will experience an educational climate in which high priority is given to student involvement, programs, relevant courses, and learning experiences of the community college.

E. Students will assess their behavior patterns to see if they are utilizing the resources of the college and community to fulfill their personal goals.

F. Students will examine their dropout potential to see if this possibility can be reduced.

Strategies.

A. That each institution establish a committee or an organization for non-white concerns as an integral part of the college organizational structure.

B. That systematic programs for the implementation of the above objectives be set by the administration. Implementation may take the form of group counseling, human relations oriented instructional strategies, and special workshops for students in the above areas.

Consultants.

Some of the recommendations in this report may require the special skills of human relations and organizational development consultants. Many community colleges have internal consultants, counselors, and faculty on their staffs who can design and implement special workshops and other activities in this area. Even when internal staff are available, it may be wise to have the objective insight of external consultants at appropriate times.

Human relations consultant is a very broad term and often subsumes within it organizational development consultant. A human relations consultant is an individual who possesses abilities to train people in the use of human relations skills such as giving and receiving feedback, conflict utilization, effective group membership skills. These skills

are basically in the interpersonal and intergroup area. An organizational development consultant usually is trained in the above skills, plus skills that are helpful in wider organizational problem-solving.

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Recruitment and Retention of Minority Faculty, Professional Staff, and Students

While the recruitment and retention of minority faculty, staff, and students is a process which must involve the entire college community--students, faculty, staff, administration, trustees, alumni, and citizens of the district served--the direct responsibility for effective recruitment and retention policies and procedures falls clearly on the administrative officers of each college. The process is influenced deeply by many external forces, including federal and state policy and the temper of public opinion. The public community college is committed to providing services to the entire community (district) and this commitment must extend to all minorities.

At the insistence of the U. S. Department of Health, Education, and Welfare it became necessary for our community colleges to re-examine their policies and practices to identify and remedy any shortcomings in relation to meeting the needs of minorities, especially black citizens. This re-examination led to the development of Plans for Equalizing Educational Opportunity in Public Higher Education in Florida. The Plans, accepted by the U. S. Department of Health, Education, and Welfare in June, 1974, have been

widely disseminated and are probably quite familiar to administrative officials in Florida public community colleges.

The following recommendations have been developed as an aid to the Division of Community Colleges, boards of trustees, presidents, faculties, and staffs in their implementation of these plans. It is certainly not intended that every recommendation be implemented at every community college. In fact, some recommended actions are already in effect at most community colleges, at least in some form. However, it is hoped that every community college president and the director of the Division will utilize this series of recommendations in planning and implementing effective recruitment and retention programs.

General Actions to be Taken

I. Adopt firm policies of non-discrimination in employment, in admission of students, and in treatment of all employees and students, going beyond minimum legal requirements; such as:

   A. Posting reminders of these policies conspicuously throughout the campus; and including policy statements in catalogs, on employee recruitment materials, and on purchasing documents.

   B. Providing regular programs of familiarization and up-dating of information concerning equal opportunity/equal access for all employees:

administrators and faculty, professional and classified staff.

C. Establishing effective monitoring systems to insure internal compliance with institutional policies and federal guidelines.

D. Appointing biracial groups representative of all segments of the college, including students, with responsibility for seeking, evaluating, and mediating concerns within the area of equal treatment of minorities.

E. Establishing programs for maintaining currency in policies, interpretations, and effective methods. (Systematic review of current literature, attendance at affirmative action conferences, visits to institutions reputed to have exemplary programs, monitoring of institutional management behavior to assure congruence with affirmative action documents.)

F. Seeking truly representative minority citizens to serve on boards of trustees.

II. As the one central locus of statewide influence on community colleges, the Division of Community Colleges must continue to enunciate the requirements of the accepted Plans.

Financial Aid

I. Seek to coordinate financial aid programs with the Division of Community Colleges and the Scholarships and Loans Section of the Department of Education. The local community colleges must articulate local problems to state financial aid officials.

II. Establish a coordinating system among financial aid officials, public welfare officials, vocational rehabilitation, and others within state and governmental agencies.

III. Provide mechanisms within the community college structure whereby a student may receive financial aid while attending school part-time.

IV. Reevaluate students' personal needs and readjust budgets to reflect increased cost of living.

V. Consider granting fee waivers to all poverty level students to expedite registration, since financial aid applications take an extended period of time for processing.

VI. Begin to devise mechanisms through which "walk in" students (late registrants) may receive adequate help with finances and academic problems inherent in late registration.

VII. Designate one or more full-time financial aid officers at each community college, who will be free from other college responsibilities.

VIII. Recognize that it is the responsibility of the college to disseminate information about financial aid and to help students complete all forms needed for financial aid. While students and their parents are required to provide the necessary information about family income, they are typically unable to complete all required forms accurately and on time without the help of the college financial aid officer. The college should be willing to send representatives into homes at student request to explain the application process and to help parents complete the forms.

Faculty and Staff

I. When examined on horizontal and vertical planes, the racial and ethnic composition of the faculty and staff should parallel the racial and ethnic mix of the community served.

A. Examples of horizontal plane (not necessarily in ascending order).

1. Laborers.
2. Clerical staff.
3. Supervisors.
4. Faculty (by rank if any).
5. Department chairmen.
6. Division chairmen.
7. Deans.

8. Vice Presidents.

9. Presidents.

10. Students.

    a. Freshmen.

    b. Sophomores.

B. Examples of vertical plane.

1. Administrators.

2. Faculty.

3. Counselors.

4. Classified staff.

5. Students.

    a. Certificate programs.

    b. A.S. degree programs.

    c. A.A. degree programs.

II. The community should be viewed as the district in the case of community colleges, or as the entire state in the case of the Division of Community Colleges. Thus, a college such as Hillsborough Community College might use 13.6 percent black employees and students as a goal for all planes of the employee and student groups, reflective of 13.6 percent black population in Hillsborough County while the Division of Community Colleges might use 15.3 percent as a standard since blacks account for this percentage of the total population of Florida.

III. The formation of an informal organization of minority faculty and staff (e.g., black professionals) should be encouraged as a means for resolution of minority concerns, encouragement of cohesion among minority employees, and recruitment of new personnel.

IV. Prepare, disseminate, and up-date annually a directory of all minority employees of the 28 community colleges and the Division of Community Colleges. This directory should include the following information.

A. Name

B. Address and telephone number (home and work).

C. Title.

D. Position and location (department, division, campus, college).

E. Race.

F. Sex.

G. Educational level attained and institution of last degree.

The directory would accomplish several desirable effects.

1. The results of minority practices of the 28 community colleges would receive exposure.

2. Minority persons seeking promotions could become known to a wider range of hiring officials.

3. Special efforts to involve minority personnel state-wide would be greatly simplified (appointment of state bi-racial panels, encouragement to become active in FACC, etc.).

V. Preserve the right of the college to employ faculty and professional staff who have not completed masters degrees. This right should not be negotiated away in collective bargaining.

Strategies for Faculty Recruitment

I. Inform all administrators, faculty, and staff of the requirements of the Florida Plans for Equalizing Educational Opportunity and the institutional plans for implementation.

II. Review established criteria for hiring to determine relevance of criteria to the competencies required for the position and to determine whether or not the criteria systematically exclude minorities. Example. Few blacks hold significant administrative posts. If a hiring criterion is five years experience in an administrative position, there may be essentially no black person qualified for the position. Question. How essential is the five-year experience criterion?

III. At the state level, establish policies which require community colleges to advertise every job opening widely enough to give minority persons equal access

to employment. The means of advertising may include radio and TV announcements, insertion of advertisements in newspapers and magazines enjoying a wide circulation among the minority population and mailing of vacancy lists to key minority personnel at other colleges and universities. Minority magazines and newspapers might include major newspapers in Detroit and other cities with large black populations; Afro American News, Amsterdam News, Pittsburgh Courier, Ebony, Jet, and professional journals. Adequate time for advertising and solicitation of applications must be provided before filling positions.

IV. Provide a state-wide system for exchange of information about openings and potential candidates for positions at community colleges and the Division office.

V. Appoint a powerful affirmative action team with authority and responsibility within the college consisting of heavy representation of minority personnel and at least one high administrator (president or vice president). Enlist the aid of this team in seeking candidates who can be contacted as openings occur. Provide funds for secretarial services, telephone, and for the team to send representatives to major institutions which have significant numbers

of minority persons in training programs appropriate for anticipated job opernings. (Atlanta University System, Meharry, North Carolina A & T Univ., Virginia State College, Hampton Institute, Howard Univ., Muskeegee, Fisk, Southern Univ., and predominately white institutions with a significant enrollment of minority students.)

VI. Establish numerical or percentage goals by divisions to involve all hiring personnel. Every department should have a minimum of one minority member regardless of the size of department.

VII. Recognize the need for balance by sex among minority personnel.

VIII. Utilize staff and program development funds as a recruitment tool. Many minority persons who have not achieved the masters degree could complete the degree within some specified period if given institutional assistance and released time. The department chairman must accept the responsibility for assisting persons hired under such circumstances to meet the usual requirements for continuation of employment and advancement.

IX. Arrange for prospective minority faculty to visit the college campus and talk with administrators and other minority personnel to determine the climate of the college in relation to minority concerns.

X. Contact local organizations (Urban League, Community Action Agency) and business, industrial, and governmental agencies for suggested candidates for employment.

XI. Utilize public and private employment services.

XII. Contact presidents or executive directors of scholarly and/or professional organizations for suggested minority candidates.

Strategies for Faculty and Professional Staff Retention

I. Provide orientation and in-service workshops to insure minority personnel of sufficient information about their responsibilities and the college in general.

II. Provide a human relations committee to discover, evaluate, and mediate concerns of minority faculty, staff, and students.

III. Hire sufficient numbers of minority members to insure a feeling of identity with a group, rather than a feeling of isolation.

IV. Provide a satisfactory employment environment (office assignment, secretarial assistance, teaching schedules, teaching aides, etc.).

V. Review promotion and continuing contract (tenure) policies to insure non-discrimination. Question. Are minority faculty and staff expected to meet higher standards of excellence than non-minority personnel?

VI. When minority personnel are involved in the resolution of problems especially significant to minorities, two cautions are appropriate.

A. Minority personnel should not be held solely or primarily responsible for solving minority problems.

B. Minority personnel should be provided opportunities for participation in all facets of the college.

VII. Provide representation for minorities by their appointment to all significant college-wide committees.

VIII. Encourage membership and active participation in groups related to community college education (AACJC, FACC, and appropriate learned and professional organizations).

IX. Provide professional amenities to minority employees as to other employees (attendance at professional meetings, professional study leaves, research or performance grants).

X. Be alert to the "institutionalization" of minority employees. After a short time of employment at the college, the minority employee may not be as representative of the minority group as before. This factor can be significant when using only internal membership on advisory committees or other groups which make or influence policy. Especially

vulnerable may be administrators and other minority appointees who must function without minority peers.

XI. Investigate local practices which affect living conditions of minority persons, and take action to alleviate any unequal treatment in housing or other aspects of life which can legally be the concern of the college. Relief can be sought in the courts, but there are many techniques for destroying illegal discrimination short of suit (community action groups, conferences on role of police in the community, meetings with Board of Realtors, investigative panels from federal and local housing authorities, city and county commissioners, department of health, zoning boards, planning councils, and welfare agencies).

XII. Be sensitive to and alter employment policies, procedures, and practices which are perceived by employees as reflection of either institutional racism or unfair discrimination. The college must establish a track record of advancement of minority personnel in all areas of employment.

XIII. Guard against appointment of minority individuals in staff roles to the exclusion of line positions. Currently there are almost no deans' positions and only a few assistant deans' positions held by minority persons. There are no minority presidents or vice-presidents of Florida community colleges.

XIV. Examine patterns of behavior to determine whether or not the college unwittingly portrays biases in relation to minority persons. Questions. Do any college committees have black chairpersons? Are any departments headed by blacks? Are any community advisory groups, other than minority emphasis, chaired by blacks?

XV. Utilize staff and program development funds as a retention tool. Many minority persons who have not achieved the masters degree could complete the degree within some specified period if given institutional assistance and released time. The department chairman must accept the responsibility for assisting persons hired under such circumstances to meet the usual requirements for continuation of employment and advancement.

Recruitment of Students

I. The president and top administrative staff must make it clear that there is absolute commitment to equal access/equal opportunity.

   A. Develop institutional plans for student recruitment and retention, allocate budget, assign responsibilities clearly, hire and train new staff as needed.

   B. Establish numerical goals for racial and ethnic mix.

C. Monitor and measure progress institutionally.

D. Establish bi-racial professional advisory boards to serve as recommending bodies to specific programs; e.g., health related programs.

E. Establish and use community oriented and minority represented advisory boards to serve as recommending bodies to the president and to provide communication links with their particular segments of the community. These people should receive recognition for their contributions.

F. Hold periodic lunch or breakfast meetings with other influential citizens in the minority community.

G. Provide feedback from recruitment to influence the institution broadly and the recruitment program specifically.

H. Conduct multi-ethnic awareness sensitization for new employees; faculty, staff, and administrators.

I. Provide in-service human relations workshops for established employees; faculty, staff, and administrators.

II. All segments of the college should be involved in the recruitment effort.

A. Establish responsibility with one person for directing minority recruitment and for the tasks involved. Establish an adequate affirmative action budget.

B. Use a college committee to advise, produce materials, and evaluate. Use subcommittees for high school recruitment, industry and business recruitment, dropouts, etc.

C. Appoint and use a multi-ethnic advisory committee on recruitment and retention.

D. Utilize current students in various recruitment activities.

E. Encourage involvement of current students in community services programs.

F. Utilize minority community college students as tutors, and thus recruiters, in outreach centers.

G. Utilize teacher aides trained by the college as college representatives.

H. Utilize alumni as "satisfied customers."

I. Obtain faculty articles/scripts for airing on radio and T.V.

J. Involve multi-ethnic counselors and financial aid specialists.

K. Conduct workshops to train faculty and others in recruitment and human relations techniques.

L. Schedule counselors for duty on weekends, and publicize their availability through mass media.

III. Identify and focus on target populations.

A. Identify geographic areas where disproportionately low percentages attend the college. Then, intensify minority recruitment there.

B. Utilize federal Upward Bound, Talent Search, and Special Services programs for identification of potential students.

C. Identify minority student leaders in high schools and recruit them strongly.

D. Recruit adults from minority communities.

E. Identify under-employed and set up courses for them.

F. Examine night offerings to determine appropriateness for clientele. Do the offerings provide opportunity for completion of A. A. programs for people who can attend only at night? Are full counseling services available at all campuses involved in night programs?

G. Explore the feasibility of weekend college programs.

H. Advertise in military publications.

I. Continue to mail information to dropouts, graduates, certificate holders, and no shows from previous terms.

IV. Utilize a wide variety of methods in reaching minorities.

A. Conduct community studies to determine the population of minorities, economic status, geographic/racial mix.

B. Use a multi-pronged approach since not all minorities respond to the same things.

C. Project a multi-ethnic image in all recruitment activities.

D. Send personal letters (handwritten) from assigned counselors to minority applicants inviting pre-registration visits for help.

E. Assign each minority student to a specific counselor and a financial aid contact.

F. Encourage faculty teams to conduct door-to-door canvassing.

G. Publish schedules of classes in major news papers which circulate to minority communities.

H. Prepare public service announcements on every college program and make facilitating contacts with radio and television.

I. Utilize printed and visual materials, including TV.

J. Obtain and use a mobile van in the outreach program.

K. Prepare general information leaflets to give all campus visitors.

L. Provide evening staff for essential administrative, counseling, and public services.

M. Arrange with black ministers for college visibility in churches. Students might teach teenage classes as visitors. Perhaps the minister can deliver sermons on education or provide a few minutes for the college president to speak to congregations.

V. Utilize activities which will improve the perceptions held by minorities concerning the community college.

A. Conduct surveys to determine the college image among minorities, assess factors involved and effect needed changes.

B. Develop factual programs designed to project an accurate image of the college and its programs and goals. Involve minority students in preparing messages such as brochures.

C. Eliminate racist overtones from all literature published by the college. Photograph minorities in academic as well as vocational settings. Mention minority organization.

D. Use minority emphasis TV and radio programs and stations as vehicles.

E. Contract with a commercial firm to prepare a TV spot with a black comedian such as Bill Cosby to sell community colleges to minority

citizens. One video tape could be used statewide with a "tag" for each local college.

F. Prepare and distribute advertising material aimed directly at minorities.

G. Erect signs in minority sections of the district emphasizing the college's appeal to minorities.

H. Send teams representing faculty and students, both minority and non-minority, into low income areas for informal visits with residents.

I. Have representatives wear name tags in order to give a prospective student a personal contact.

J. Provide summer sports programs to attract young minority students to campuses.

K. Invite minority leaders (black congressmen, legislators, athletes, doctors, businessmen, etc.) to campus and invite minority citizens from the community to attend.

L. Provide entertainment to the minority community as an extra when name entertainers come to the college.

M. Provide pre-college assistance. How to apply for admission and financial aid. How to get transcripts, etc., regardless of the institution the student plans to attend.

N. Offer a course in career planning for high school students.

O. Have community activities on campus involving elementary and secondary students to promote their identification with the college.

P. Make it easy for students to find their way around campus. Provide color coded signs, campus maps, and guides during orientation and registration.

Q. Establish goals and work toward elimination of discrimination in social organizations, especially student organizations, and in off-campus housing and employment.

VI. Take the college to the people.

A. Offer courses and locate permanent facilities in the heart of residential areas, farms, factories, and businesses where minority persons can most readily attend classes.

B. Send recruiters to recreational centers.

C. Make contacts and distribute literature at shipyards, factories, businesses, barber shops, beauty shops, laundromats. Sometimes classes might even be taught there. Consider the possibility of placing carrels and computer terminals in unlikely places.

D. Set up displays at fairs and shopping malls and at conventions and meetings involving significant minority representation.

E. Utilize a welcome wagon letter from the president with a reply card.

F. Mail information to homes of all minority families.

G. Hold a Parent Night on the community college campus and invite minority high school seniors and their parents for briefings on financial aid and for counselor assignments.

H. Contact parents of out-of-school youth to encourage them to motivate their children to seek a college education.

I. Teach courses on radio/TV with telephone feedback to provide incentive for neighborhood groups to enroll.

J. Teach classes in hospitals and prisons.

K. Empower one or more individuals to make commitments of financial aid and admission in face-to-face contacts at outreach locations.

VII. Provide special services needed by those students recruited by the college.

A. Assume responsibility for providing the special services essential to the success of students (special counseling, health and academic services, orientation activities).

B. Assist students in securing housing and/or provide transportation.

C. Provide day care centers so that young mothers of small children may attend college.

D. Remove or reduce the hassle in registration.

E. Provide immediate response to applications for admission and on-site registration when students apply, whether on campus or at a satellite location.

F. Provide assistance to students in completing application forms and financial aid questionnaires.

G. Waive application and registration fees for all poverty level students or abolish such fees state-wide, especially for minorities.

H. Reserve some scholarships and work-study positions for minorities and provide equal access to other financial aid.

I. Provide assurance of continued aid to students who return after brief "stop outs."

J. Provide private funds for grants-in-aid to minority students.

K. Provide summer institutes for prospective students who have educational handicaps.

VIII. Review curricular offerings and modify them as necessary to insure responsiveness to minority needs.

A. Require impact-on-minorities studies before implementing any major changes.

B. State admission criteria clearly and explain how exceptions may be requested.

C. Review selective programs with an eye to opening them to minorities.

D. Insist on numerical goal setting and achievement for programs consistently low or zero in minorities.

E. Modularize courses so people can enter frequently.

F. Offer ethnic heritage courses.

G. Involve students in work-study experiences.

H. Allow credit for life experiences.

I. Eliminate any testing which may appear to be designed to prevent the admission of students.

J. Prepare separate brochures for each person.

IX. Work with the district public schools.

A. Do generalized "awareness" recruiting in the junior high schools.

B. Bring high school students and administrators to visit the campus.

C. Conduct high school visitations by college counselors.

D. Maintain continuous liaison with high schools to eliminate the white only image.

E. Provide teacher exchanges with high schools to permit minority college faculty members visability to minority youth.

F. Contact high school dropouts from information supplied by high schools.

G. Establish a key contact person in each high school and a key contact person at the community college for each high school as the main liaison for communication on minority recruitment as well as other matters.

H. Exchange space in student publications, emphasizing minority student activities and accomplishments at the community college.

I. Invite early minority applicants to the community college campus and enlist their aid in recruiting their classmates.

X. Cooperate with local or nearby universities in their recruitment activities (2+2 brochures, joint representation at malls, high school visits, etc.).

XI. Work with other community agencies.

A. Establish a routine mailing list of community influentials for information dissemination.

B. Make presentations to civic, fraternal, church, labor, and commercial groups especially aimed at their interests and intended to equip them to be ambassadors for the community college.

C. Request state welfare, vocational rehabilitation, and other agencies to refer potential students to the college.

D. Enlist the help of Boy Scouts, Interact Club, Key Club, etc., in obtaining names and addresses of potential students.

E. Set up a work-study plan with local businesses.

F. Business and industry.

1. Send table teams to inform personnel about community college opportunities.
2. Teach courses on site if demand is sufficient.
3. Contract for courses to be taught at management expense.

G. Military.

1. Send table teams to inform personnel about community college opportunities.
2. Teach courses on base or on ship if demand is sufficient.
3. Contract for courses to be taught at government expense.

H. Contact veterans through the American Legion and other veteran groups and agencies.

Strategies for Facilitating Minority Student Retention

I. Arrange instructional methods and curricula to provide opportunity for students to proceed through programs at different speeds.

II. If remedial courses are offered or required, provide competency measures which will permit early advancement of students as soon as they are capable of handling regular work.

III. Remove punitive aspects of course repetition.

IV. Provide ready access to counselors who have demonstrated talent in dealing with problems of minority students.

V. Provide automatic continuation of financial aid while students are making progress toward academic or career goals, even for students who take brief "stop outs" from college.

VI. Increase work study opportunities for minority students as a tool to financial independence and as a means to relate college experiences to career goals.

VII. At the state level, work toward elimination of punitive policies of welfare and rehabilitative agencies which are enforced to the disadvantage of the families of students who receive financial aid.

VIII. Seek non-cash benefits for minority students which will ease the financial burden of attending college (fee waivers, housing scholarships, text book pools, college bus, etc.).

IX. Provide a variety of academic remedial services for students who may be referred by faculty and counselors or who may come independently for help (tutorial, skills clinic, diagnostic/prescriptive services, etc.).

X. Provide means for minority and non-minority students to exchange residences for a period of time as an educational experience worthy of college credit in one or more courses at the community college.

XI. Provide some channel for regular feedback from minority students to top-level administration (minority student committee appointed by president, officers of minority student organizations, committee of minority professionals within the college, etc.).

XII. Provide and encourage student activities which respond to the interests of minority students and which help to interpret and commend minority interests to other students.

XIII. Provide opportunities for faculty, counselors, and other staff to learn more about minorities (workshops and seminars, residence exchange periods, retreats, rap sessions).

XIV. Establish and maintain a monitoring system to detect the onset of problems in academic progress of minority students, including a mechanism for referral of such students to college agencies capable of providing needed assistance. (Essex County Community College in New Jersey is reported to have such a system.)

XV. Conduct pre-withdrawal interviews to solve student problems, thus forestalling withdrawal or encouraging re-entry of the student. Exit interviews should identify causes of withdrawal for use in preventing withdrawal of other students.

XVI. Conduct research on dropout and re-entering students to determine causes of withdrawal and ways to prevent unnecessary droupouts.

XVII. Eliminate exclusion policies, replacing them with success oriented policies and more services to students in academic difficulty.

XVIII. Supplement counseling services with peers and/or paraprofessionals, utilizing minority people where possible.

XIX. Utilize a variety of techniques to keep students informed regarding college happenings, activities, official deadlines, employment and other opportunities.

XX. Examine and revise scheduling practices, if necessary, to provide optimum response to personal circumstances of minority students.

XXI. Enhance secure feelings of minorities by providing classes in familiar settings, at least until students become better oriented to college life and acquire facility in academic performance.

XXII. Restrict course loads of academically troubled students to half time (without reduction of college benefits such as health services, financial aid, etc.) and enrich their experiences with special services.

XXIII. Provide a wide range of counseling services; personal, social, academic, career, health, financial. Identify sub-groups of students with special types of needs and assign specific counselors to work with them (veterans, drug abusers, international students, married students, etc.).

XXIV. Provide initial and continuing educational assistance to counselors who work with minority students.

XXV. Include people of both sexes and a variety of ethnic backgrounds on the counseling staff.

XXVI. Provide a means for students to be assigned different counselors on request.

XXVII. Provide human and physical arrangements to insure easy access of students to counselors.

XXVIII. Establish a general policy that counselors will be available regularly at any site where community college courses are taught.

XXIX. Provide referral services to community agencies if the community college is unable to meet student needs.

XXX. Provide a full spectrum of financial aid programs and make exhaustive efforts to achieve maximum funding of institutional needs.

XXXI. Provide minority staffing in sufficient numbers and prestige to install pride of identification by minority students.

XXXII. Provide minority students with timely information regarding their progress or lack of it through personal contact, informed peer evaluation, tests, and projects as well as by official grade reports.

XXXIII. Appoint one individual to provide liaison with universities as an aid to transferring minority students and to provide incentives for students to complete community college degrees. Special needs include contact with university admissions offices, financial aid offices, departmental representatives, and the housing department.

XXXIV. Provide summer programs between high school graduation and the first fall term of college attendance to focus on special interests of minority students, to provide familiarization with college, and to ease any problems presented by students.

XXXV. Pending generalized positive response to the influx of large numbers of minority students, identify faculty, counselors, and staff members who will be especially responsive to needs of these students and channel these students to them, especially when they need help.

XXXVI. Conduct periodic, thorough reviews of curricula to insure relevance of the curricula to minority student needs.

XXXVII. Follow consistent practices in dealing with students, regardless of race. For example, if a student presents high school grades in English which indicate need for remedial work, is that student required to undergo remedial teaching regardless of race?

XXXVIII. Provide extensive career assistance to convince minority students of the worth of their educational efforts. Make special efforts to secure the highest feasible entering positions for minority graduates.

XXXIX. Conduct research related to alleged disadvantages of attendance at community colleges (handicaps for admission to professional schools, lack of prestige among peers, etc.) and find solutions to these problems.

XL. Provide services for minority students to assure their placement in career positions commensurate with their community college programs. Follow-up services should be continued until the college, the employer, and the employee have determined that the graduate is performing at a satisfactory level.

XLI. Abolish unnecessary rules governing conduct which may discriminate against minority groups (rules against playing cards in student centers, for example).

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Student Life

The Task Force on Student Life is one part of the Equal Access/Equal Opportunity Community College Consulting Team employed to assist the Division of Community Colleges in developing and implementing studies, techniques, processes and programs designed to achieve full compliance with Title VI of the Civil Rights Act of 1964.

In Plans for Equalizing Educational Opportunities in Public Higher Education in Florida, Volume II, Addendum, the following goal statements relate to student life.

1. An increase of the percentage of Black persons within the public community college population by not less than one percent per year until such time as the stated goal is achieved but not later than September, 1980. (Beginning September, 1974.)

2. Continued active, innovative, student and non-professional staff recruitment in the secondary schools and communities served by each district, and faculty and professional staff recruitment on a nationwide basis. (Currently underway; special emphasis on Black persons and wider more effective dissemination of information beginning June 1, 1974.)

3. The development and implementation of appropriate policies on student financial aid designed to provide incentive as well as to meet financial needs of Black students.

4. The development of more effective means and modes of testing, guidance, and compensatory education to enable all educationally disadvantaged students to enroll and succeed in self-chosen programs at a rate of success comparable to the rate achieved by the majority of students.

5. The continued development of institutional research addressed specifically to recruitment, retention, and attrition with special emphasis on Black students, faculty, and staff. (Begin September, 1974.)

6. The formal adoption by the State Board of Education of regulations making equal access and equal opportunity for all one of the minimum standards for accreditation in the public community colleges. (Adoption of proposed resolution July, 1974.)

7. The development of needs assessment techniques, processes, and studies including necessary data relevant to the addition or deletion of programs at each institution. (Begin September, 1974.)

8. The appointment of a multi-ethnic Equal Access-Opportunity Advisory Committee to advise and monitor both process and progress of the Community College System. (Begin September, 1974.)

"The major responsibility for carrying out the aforementioned specified actions rests with the Governor, the Commissioner of Education, the staff of the Division of Community Colleges, and the president of each college. Each is publicly committed to the accomplishment of these goals."

Community colleges in Florida have made some progress toward meeting the needs of minority students and including them in the total spectrum of campus life. However, minority students still feel alienated from being total participants in both campus activities and decision-making situations which effect their status as fully functioning members of the college community.

It is imperative that the community college assess its philosophy and services so that its mission truly encompasses the total concept of "community." Of utmost importance is the need for campus life to focus on humanizing, individualizing, and personalizing all aspects of student

involvement. When such a focus is achieved, the minority student will be encouraged to feel that he is a vital part of the campus community.

Each community college should react immediately to the particular needs of the minority students within its district and institute creative approaches which would meet these needs. Continual evaluation of these creative approaches, to determine if they are meeting the current needs of the student population, should be undertaken. Through such a concentrated program, not only will the students be positively affected but the impact will extend to enrich the lives of all citizens of the community.

As you read the following recommendations concerning student life, it should be remembered that Florida's 28 community colleges differ in style, facilities, size, needs, and therefore, approaches.

The community colleges listed after each of the following recommendations have reported to have implemented that particular item. It is recommended that the individual college be contacted for further information.

I. Social and Personal Development.

Student activities and programs should be designed to promote the social and personal development of minority students. Such activities could include the following:

A. Relevant orientation programs to acquaint students with the total campus environment should be provided prior to registration. (Miami-Dade, North Campus; Valencia; St. Petersburg, Clearwater Campus.)

B. Relevant seminars and workshops focusing on minority problems in the areas of financial planning, career development, and legal services should be held for faculty and students. (Brevard, Cocoa Campus; Miami-Dade, North Campus.)

C. Students from various ethnic backgrounds should be encouraged to participate in inter-scholastic athletic programs.

D. Minority student groups should be organized and encouraged to participate in intramural activities.

E. All students should be encouraged to participate in various student organizations such as:

1. Ethnic
2. Cultural
3. Interest
4. Service
5. Social
6. Career related

(Miami-Dade, North Campus.)

F. Provision should be made for teaching minority student survival skills; that is, techniques which will enable minority students to better cope with college structural and organizational patterns. Some examples are:

1. How to form peer tutorial groups.
2. How to organize peer groups for the purpose of seeking solutions to personal problems.

II. Guidance and Counseling Services.

Guidance and counseling services should be sensitive and responsive to the needs of minority students. Such services could include the following:

A. Peer counseling and advisement, with adequate training and supervision, should be available to all students. (Florida Junior College, North Campus; Polk.)

B. Professional counseling and academic advisement should consider the following:

1. Each college should provide counselors representing both sexes of all minority groups within the college community. The permanent staffing pattern should reflect the equalization concept.
2. Qualified faculty, administrators, and counselors should work with student groups whose purpose is the better understanding of one's self and others. This may be done on a credit or non-credit basis. Examples of such groups are human potential seminars and attitude assessment workshops.

3. Counselor workshops to focus on the special needs of minorities should be provided by the institution. (Miami-Dade, North Campus.) When needed, outside consultants should be called upon to act as change agents.
4. Counselors should be encouraged to attend state, regional, and national workshops which deal with the problems of minorities.
5. Released time, when necessary, should be provided to faculty and administrators to perform minority related counseling functions and/or attend workshops, seminars, and meetings.
6. When appropriate, counselor visitations to the homes of minority students should be encouraged.
7. In the present report, counseling was not treated as a separate task force. Due to its importance, it has been recommended that such a task force be created in the future.

C. Other counseling and advisement should be available to all students. The utilization of paraprofessional counselors by the community college should be encouraged. The staffing pattern should reflect equal representation of both sexes and all minority groups within the community.

D. Counselors and other personnel responsible for providing help to concerns of students should be able to offer the following conditions for helping minority group students at least at a minimal level of effectiveness as measured on validated behavioral counseling scales.

1. Empathy
2. Respect
3. Concreteness
4. Genuineness
5. Confrontation
6. Immediacy

(See the Carkhuff bibliography entries in the Human Relations Chapter, Helping and Human Relations and Systematic Human Relations Training.)

1. Counselors and other student personnel workers should be given systematic training involving inter-racial and cross-cultural effectiveness in terms of behavioral conditions necessary for effective helping.
2. Counselors' and student personnel workers' helping skills with minority group students should be periodically ascertained by feedback through direct observations, audio tapes, video tapes, and feedback from minority professionals and students.

III. Student Government and College Policy Development. Meaningful participation by minority students in

student government and college policy development should be promoted. Such activities could include the following:

A. The community college should be responsible for the sponsorship of leadership conferences. (Brevard.)

B. Minority representation should be promoted in all areas of college governance; i.e., central administrative staff and curriculum and faculty committees.

C. A committee of minority faculty and students, with direct access to the chief administrator of the college, should be established to deal with the quality of student life on campus.

D. Student government should be strengthened and made a viable organization. (Indian River)

E. Establish a viable mechanism through which students could voice concerns over discriminatory practices of administration, faculty, and staff. For example, establish a student handbook in which administration, faculty, and staff are evaluated as to their racial attitudes and feelings. These handbooks should be made available to all students.

IV. Physical Facilities.

Adequate physical facilities must be provided for the economically disadvantaged as well as the physically handicapped students.

A. Since they are not residential institutions, community colleges must make special provisions for between class and leisure hour study facilities. Community colleges should also realize that the disadvantaged student spends more time on the campus than other students. Therefore, community colleges should make provision for the special needs of the disadvantaged students in terms of the following facilities:

1. Lounges.
2. Organizational meeting areas. (Palm Beach)
3. Recreation meeting rooms. (Palm Beach)
4. Study areas.
5. Child day care centers. (Santa Fe, Edison)
6. Cafeteria meals.

B. Off-campus centers for disadvantaged students should be provided in the local communities. Care should be taken to assure that the quality of services is equal to that of the main campus. (St. Petersburg)

V. Preventive Health Services.

Preventive health services should be provided for all students with particular emphasis on those students in the low income category or high risk occupations.

A. Medical and dental screening programs should be established to identify such problems as visual and hearing difficulties, sickle cell anemia, and high blood pressure. When appropriate, referrals and follow-up should be made with community health agencies.

B. Free general health examinations for low income students should be provided on campus through the county public health services and civic clubs.

C. Health education should be provided as part of the curriculum and credit should be awarded when appropriate. The direction of this program should come under the guidance of a qualified health nurse, who should be under the jurisdiction of a medical director of public health or other medical clinic.

D. The college health clinic should be open and professionally staffed for use by evening students.

E. The college health service should have autonomy within the structure of the new PPB system. This health program should include short and long term behavioral objectives.

F. The college health service should supply facilities for qualified mental health personnel (i.e., clincal psychologist, psychiatrist) from established community health agencies.

G. The college health clinic should identify itself as a source of health education and illness prevention. Its primary function should be the presentation of materials and programs (i.e., films, group discussions) to students. Examples of pertinent topics are:

1. Venereal disease.
2. Drug abuse. (Santa Fe)
3. Alcoholism.
4. Mental health problems.

H. The community college has the responsibility for positive community health education programs. An area or building should be provided and equipped for teaching positive health principles to the community. This could include health education models for nutrition, care of teeth, etc. Audio-tutorial health tapes should be used. Other mechanical devices

such as those provided in agencies similar to the health museum in Cincinnati, Ohio should be available locally.

VI. Cultural Development.

Activities should be designed to promote cultural development and complement classroom instruction. Such activities could include the following:

A. Minority students should be significantly involved in both the planning of and participation in cultural activities such as panels, speakers, films, and drama. (Palm Beach; Miami-Dade, North Campus; Central Florida)

B. Special programs to meet the cultural needs and interests of the minority communities should be provided. (Palm Beach; Miami-Dade, North Campus; Central Florida)

C. Special events should be designed to provide an awareness and celebration of one's heritage. These events should be shared with other groups on campus in an effort to promote understanding among diverse cultural groups. (Palm Beach; Miami-Dade, North Campus; Central Florida)

VII. Communication.

Activities and publications designed to promote communication, dialogue, and understanding among different groups on the campus should be provided. Such activities could include the following:

A. The college newspaper should contain material relevant to minority students. Minority students should be appointed to the newspaper staff.

B. Publications which reflect minority points of view should be available on campus. These publications should be placed in the student lounge, counseling center, library, etc.

C. College brochures should contain pictures of minority students as well as others on the campus.

D. Where appropriate, provide both bi-lingual printed material and personnel to assist students whose native language is not English.

VIII. Financial Aid

Additional funds should be provided for awarding financial aid. In considering financial aid, the community college should be aware of the following:

A. Community colleges, through the Division of Community Colleges, should recommend that government agencies adopt more realistic aid criteria.

B. Financial aid will best be facilitated by including within its stipend total educational, living, and transportation expenses.

C. Income displacement (i.e., loss of welfare benefits, food stamps, and job income) should be considered in awarding financial aid.

IX. Access to the Community College Campus.

All segments of the community must have access to the college campus. In evaluating the accessibility of the campus, consideration should be given to the following:

A. The community college should work with local authorities to assure that bus scheduling and routing accommodate the needs of disadvantaged students. (Indian River).

B. Car pools should be encouraged.

C. The possibility of using public school buses to transport disadvantaged students should be considered.

Career Awareness

As reported by William Moore, Jr. in Against the Odds, a considerable number of minority students are misdirected and uncertain of their goals. It was noted further that many minority students have a minimum understanding of the varied opportunities that are offered. Medsker and Tillery in Breaking the Access Barrier depict how many community college students have not developed clear educational and vocational goals which makes their guidance needs particularly crucial. If this is true of so many community college students, then how much more crucial for minority students who for years were denied access to a full choice of the 30,000 plus occupations.

W. Ervin Rouson's unpublished dissertation, The Information Possessed by Black Second Year Students in St. Petersburg Junior College, 1971-72, revealed a very limited preference of career goals. These minority students listed less than twenty goals as compared to the 30,000 plus occupations in the world of work.

This report is an outgrowth of the Team on Student Life whose members felt that essential to the minority student's life on campus is his opportunity to make choices among the thousands of occupational options available to all students.

These recommendations represent crucial needs of minority students.

I. Career Information.

Full career information on the current job market should be thoroughly explored with minority students. Such information could include the following:

A. Frequent bulletins on various careers should be made available to minority students. A committee should be established to coordinate the bulletins.

B. A course, seminar, or short term workshop on career exploration should be emphasized for minorities. Certain courses are already in operation at several Florida community colleges.

C. Career information should be placed wherever minority students congregate on campus and in the community.

D. Complete tours related to career programs should be systematically planned and implemented with minority students.

II. Vocational Preference.

A. Basic Assumptions.

1. Without information, a person may not realize a need to make a decision.

2. Without adequate information, a person may not be able to make a wise choice.

3. Lack of information may preclude the right to make a choice.

4. Information without guidance may bring unrealistic choices.
5. Each institution should make provision, particularly for minorities, to provide complete career information and explanation.
6. All students really should have the opportunity to determine if they have adequate career information in many forms to match learning styles.

B. Many and diverse instruments should be made available to minority students. Such instruments could include the following:

1. [illegible]instrument such as the one used in Rouson's dissertation could be administered to all minority students. This instrument would determine the extent of information minority students possess about a vocational goal. This instrument can be acquired through Dr. Rouson at St. Petersburg Junior College.
2. Commercial inventories of career choices should be used repeatedly with minority students.
3. A program of decision making skills is vital for minorities.

III. Role Models.

Role models for the occupations should be made available to minority students. Such role models could include:

A. Occupational specialist hired to work specifically with minority students.

B. Former graduates and minorities represented in the community encouraged to come to the colleges and spend some time with students continuously.

C. Minority persons holding positions across the full spectrum of the college employees.

IV. Getting a Job.

Relevant activities on jobs and information on how to apply for them are essential for minority students. Such activities could include special human potential seminars for students to study the job market.

A. The seminars should be devoted to ways to do full job surveys.

B. Various types of media for studying jobs should be available.

C. The many techniques in applying for jobs should be thoroughly explored with minorities.

D. How to obtain advancement and promotion on jobs should be explored.

TITLE VI, PERTINENT CASES:

SOME IMPLICATIONS

for

FLORIDA'S PUBLIC COMMUNITY COLLEGE SYSTEM

Historical-Legal Brief

by

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August, 1974

Higher Education: Equal Access Equal Opportunity Title VI, Pertinent Cases--Some Implications For Florida's Public Community Colleges

On November 16, 1972, Federal Judge John H. Pratt of the United States District Court for the District of Columbia made certain important equal access/equal opportunity findings. Florida was included in his findings and was found wanting and in violation of Title VI, Civil Rights Act of 1964. We will look at certain pertinent cases, and Title VI so we can assess some of their implications for Florida's public community colleges.

Preliminary Statement

Title VI of the Civil Rights Act of 1964 (CRA 64) at 42 United States Code, "The Public Health and Welfare," Sec. 2000d provides that no person shall--

1. Be excluded from participation in,
2. Be denied the benefits of, or
3. Be subjected to discrimination under

any program or activity receiving federal assistance on the basis of race, color, or national origin. The relevant activity of concern for us is that of higher education in Florida at the community college level.

In this country, two approaches to the resolution of discrimination concerns have been utilized, The Constitution

of the United States, especially the Fourteenth Amendment, and the enactments of Congress through the Civil Rights Acts which have been enacted since the adoption of the Fourteenth Amendment. These laws were enacted as follows:

1. 1866 - 14 Statutes 27
2. 1870 - 16 Statutes 140
3. 1871 - 16 Statutes 433
4. 1871 - 17 Statutes 13
5. 1874 - 18 Statutes 336
6. 1957 - 71 Statutes 634
7. 1964 - 78 Statutes 241
8. 1970 - 74 Statutes 86.

The constitutional approach has been grounded upon the equal protection of the laws clause and has provided a canopied access for judicial participation. The educational antidiscrimination effort has been signposted by landmark cases commencing in 1938 in Missouri. Equalness became the national standard at that point in time and is now the core element in the modern equal access/equal opportunity philosophy of higher education.

The Civil Rights Act of 1964 has become the primary vehicle for dealing with the present activity of concern, educational discrimination and its concomitant philosophies and principles. The Act was consumated July 2, 1964, and has become totally pervasive throughout American life. By various means, the Act prohibited discrimination or segregation in public accommodations affecting commerce, in

public facilities, in public education, in federally assisted programs, in employment opportunities, in voting registration, and in community relations services. In Title VI, the Act authorized and directed each federal department and agency administering a program of federal financial assistance to effectuate the nondiscrimination ban. Regulations of the administrators were to be designed for the purpose. Noncompliance by a program funded recipient would lead to the termination of funds. A close look at the implementation of this enforcement power will be relevant and pertinent for us.

Historical Predecessors to Civil Rights Act, 1964: Title VI
Judicial Principles Developed in Higher Education

The philosophy of equalness in education can best be traced through the judicial branch of American government. The modern philosophy of equalness in education got its real start in 1938. Significant aspects of it were enunciated in 1948, 1950, and 1954-55. Since then, many implementations have been made. The following principles (or points) were developed in less than a half dozen cases.

Point One.--The nature of the right to equal education is constitutional and personal to the individual.

Point Two.--When a state provides educational programs, it is duty bound to furnish such training to its residents upon the basis of an equality of right.

Gaines, a black person, was refused admission to the University of Missouri School of Law because of his race and pursuant to a state statute providing for segregation in public and state owned schools. There was no separate school of law for blacks at the time of the suit. The state's defense was that a black law school was planned, and that pending its establishment Missouri would pay Gaines' tuition in an out-of-state law school. Chief Justice Hughes wrote the court's opinion and held (Missouri ex rel. Gaines v Canada, 305 US 337, 1938),

> The basic consideration is not as to what sort opportunities other States provide, or whether they are as good as those in Missouri, but as to what opportunities Missouri itself furnishes to white students and denies to Negroes solely upon the ground of color. The admissibility of laws separating the races in the enjoyment of privileges afforded by the States rests wholly upon the equality of the privileges which the laws give to the separated groups within the State. The question here is not of a duty of the State to supply legal training, or of the quality of the training which it does supply, but of its duty when it provides such training to furnish it to the residents of the State upon the basis of an equality of right.

The Chief Justice looked at the organic facts of the situation and said,

> That is a denial of the equality of legal right to the enjoyment of the privilege which the State has set up, and the provision for the payment of tuition fees in another State does not remove the discrimination.

More pointedly, the chief justice noted that a state can give equal protection of equal laws only where its

laws are operative and effective, that a constitutional right is a personal right, and that

> It was as an individual that (Gaines) was entitled to the equal protection of the laws, and the State was bound to furnish him within its borders facilities for legal education substantially equal to those which the State there afforded for persons of the white race, whether or not other Negroes sought the same opportunity.

The Gaines case dealt with rights, not opportunity. The right was equality. The standard for its exercise was substantial equality. Further, the case was not a desegregation or integration case as were the later public school cases. Gaines did not become a magic wand of equality, but only a pebble in a cesspool of odious discrimination necessitating further corrective therapy by society.

Point Three.--When a state provides educational programs, it has to provide such education in conformity with the Equal Protection Clause of the Fourteenth Amendment.

Point Four.--When a state provides educational programs, it has to provide such education for those who have been racially precluded as soon as it does for the applicants of any other group.

Ten years after the Gaines case, the court was able to enlarge the dimensions of a petitioner's equalness of right to an equal education. The matter of access and timeliness was before the court.

A black female Oklahoma citizen sought admission to the state operated school of law, and was refused admission on the basis of race and under the state laws of separation.

The applicant became a petitioner for a writ of mandamus in the state courts. As a part of their defense, the state pointed to the then existent legislation authorizing the setting-up of a black law school when the need for it arose. The United States Supreme Court issued a writ of certiorari and held per curiam (Sipuel v Oklahoma Board of Regents, 332 US 631, 1948).

> The state must provide (legal education) for (the petitioner) in conformity with the equal protection clause of the Fourteenth Amendment and provide it as soon as it does for applicants of any other group.

These cases make two things clear. Personal constitutional rights are not dependent upon numbers of claimants. The utilization and enjoyment of these rights, insofar as the existent capacity of the state to perform, depends on the demandant, not on the convenience of the state.

Point Five.--The meaning of "substantially equal" has been transformed into "exactly the same".

Point Six.--The principles of separate but equal are discounted and are eroded.

Cases refining the meaning of equalness were decided on June 5, 1950. Educational opportunity for black folks in Texas and Oklahoma were considered and reconsidered. These covered professional and graduate educational opportunities. These cases did not deal merely with rights and access problems. They redefined, by implication, the meaning of equalness.

According to Mr. Chief Justice Vinson, the cases presented different aspects of the following general question (Sweatt v Painter, 339 US 629, 1950).

> To what extent does the Equal Protection Clause of the Fourteenth Amendment limit the power of a state to distinguish between students of different races in professional and graduate education in a state university?

In the Texas case, Sweatt filed an application for admission to the University of Texas Law School for the February, 1946 term. He was refused solely because he was black, and under Texas law, the University was restricted to white students. Sweatt sued for mandamus against the appropriate school officials to compel his admission. When he sued, there was no black law school then in Texas. The state court recognized the Gaines ruling, and continued the case for six months to give the state time to set up a "substantially equivalent" black law school. Sweatt refused to use the black law school and petitioned the United States Supreme Court for a writ of certiorari which was granted.

The Supreme Court considered the physical attributes of the University of Texas and the new black law school and clearly showed their disequality. More damagingly, Chief Justice Vinson found that

> What is more important, the University of Texas Law School possesses to a far greater degree those qualities which are incapable of objective measurement but which make for greatness in a law school. Such qualities,

> to name a few, include reputation of the faculty, experience of the administration, position and influence of the alumni, standing in the community, traditions, and prestige.

The chief justice then took a turn about view and pointed to the fact that

> The law school to which Texas is willing to admit petitioner excludes from its student body members of the racial groups which number 85% of the population of the State and include most of the lawyers, witnesses, jurors, judges, and other officials with whom petitioner will inevitably be dealing when he becomes a member of the Texas Bar. With such a substantial and significant segment of society excluded, we cannot conclude that the education offered petitioner is substantially equal to that which he would receive if admitted to the University of Texas Law School.

With this physiognomy, and because Sweatt was asserting rights which were personal and present, the court could not "find substantial equality in educational opportunities" and held that the Fourteenth Amendment Equal Protection Clause required that Sweatt be admitted to the University of Texas Law School.

This case is a facilities as well as an equality and opportunity case. When subjected to the test of the Fourteenth Amendment Equal Protection Clause, it had a weakening effect upon the ancient rule of Plessy v Ferguson (163 US 537, 1896), because the state had not been sincere in making its separate facilities equal. As a result, the court inserted both tangibles and intangibles into the equal educational opportunity formula and enlarged the burdens upon the states. In the face of the overwhelming burden

of equalizing facilities, the states had little alternative but to admit blacks to their state operated, previously all-white institutions.

Point Seven.--The physiognomy of disequality must be assessed and redressed.

Point Eight.--Disequalizing differences in treatment of blacks following their admission and access is precluded.

The Oklahoma case (McLaurin v Oklahoma State Board of Regents, 339 US 637, 1950) looked inside the campus gate at the disequalizing phenomena that still prevailed and pervaded as blacks continued to seek their rights to equal educational opportunity. Some of these phenomena were quite dehumanizing. They consisted of state imposed restrictions which produced inequalities and handicapped blacks in their pursuit of effective graduate instruction. These restrictions impaired and inhibited black students' ability to study, to engage in discussions to exchange views with other students, and in general to learn their professions.

The facts of the McLaurin case merit extended attention. They reflect an internal condition which can creep into existence if positive preclusive policies and practices are not utilized by alert administrators.

The applicant, McLaurin, was a black male possessing a master's degree and desirous of pursuing studies and courses leading to a doctorate in education. His application was initially denied solely on the basis of race in

accordance with state laws. By appropriate federal court action, a statutory three-judge district court held that the state had a constitutional duty to provide McLaurin with the education he sought as soon as it provided that education for applicants of any other group; and, that state statutes which were preclusive were unconstitutional and void as well. The district court retained jurisdiction of the matter with full power to issue any necessary and proper orders to secure the applicant the equal protection of the laws. The university admitted him in due time.

Meanwhile, the race laws pertaining to blacks in institutions of higher learning were amended. Upon McLaurin's admission, the amended laws permitted blacks to be admitted to institutions of higher learning attended by white students in cases where such institutions offered courses not available in black schools. These new laws went on to provide that in such cases the program of instruction shall be given at such white institutions "upon a segregated basis."

The conditions of admission, under the amended laws, were subject to rules and regulations as to segregation as the president of the university considered to afford the applicant substantially equal educational opportunities as afforded to other persons seeking the same education in the school. As these conditions were applied to McLaurin. He was required to:

1. Sit apart at a designated desk in an anteroom adjoining the classroom.
2. Sit at a designated desk on the mezzanine floor of the library, and not use the desks in the regular reading room.
3. Sit at a designated table and eat at a different time from the other students in the school cafeteria.

McLaurin filed district court motions to remove the conditions and was turned down by the court. The applicant then appealed to the United States Supreme Court. During the interval between the district court order and the Supreme Court decision, the state humanized its conditions. A railed-in "Reserved for Colored" section of the classroom was changed. The rail was removed, and the applicant was assigned to a seat in a row specified for blacks. He was assigned to a table on the main library floor. He was assigned to a table in the cafeteria, but he was now permitted to eat when white students ate.

Chief Justice Vinson looked at the facts and wrote,

> These restrictions . . . signify that the state, in administering the facilities it affords for professional and graduate study, sets McLaurin apart from the other students. The result is that appellant is handicapped in his pursuit of effective graduate instructions. Such restrictions impair and inhibit his ability to study, engage in discussions, and exchange views with other students, and in general, to learn his profession.

The state argued that McLaurin would be no better off even though state restrictions were removed, because he would still be set apart by his fellow students. The Chief Justice deemed the argument irrelevant saying

> There is a vast difference--a constitutional difference--between restrictions imposed by the state which prohibit the intellectual commingling of students, and the refusal of individuals to commingle where the state presents no such bar. The removal of state restrictions will not necessarily abate individual and group predilections, prejudices, and choices. But at the very least, the state will not be depriving appellant of the opportunity to secure acceptance by his fellow students on his own merits.

In assessing this physiognomy of disequality, the court concluded and held that

> The conditions under which McLaurin was required to receive his education deprived him of his personal and present right to the equal protection of the laws. We hold that under these circumstances the Fourteenth Amendment precludes differences in treatment by the state based on race. McLaurin, having been admitted to a state supported graduate school, must receive the same treatment at the hands of the state as students of other races.

Summary

The foregoing landmark cases established for the nation the principle rules of equal educational opportunity where states had, under their laws, permitted only disequal educational opportunities because of race, to wit:

1. The nature of the right to equal education is constitutional and personal to the individual.

2. When a state provides educational programs, it is duty bound to furnish such training to its residents upon the basis of an equality of right.
3. When a state provides educational programs, it has to provide such education in conformity with the equal protection clause of the Fourteenth Amendment.
4. When a state provides educational programs, it has to provide such education for those who have been racially precluded as soon as it does for the applicants of any other group.
5. The meaning of "substantially equal" has been transformed into "exactly the same."
6. The principles of separate but equal are discounted and are eroded.
7. The physiognomy of disequality must be assessed and redressed.
8. Disequalizing differences in treatment of blacks following their admission and access is precluded.

Landmark Principles Typically Applied

DC 1951. The landmark rules were invoked in a lower federal district in Kentucky in 1951. Wilson v City of Paducha, 100 F. Supp. 116 (3 JJ, WD, ky., 1951) . A group of blacks sought admission to the Paducha Junior College.

They were precluded on racial and statutory grounds. The three-judge district court, by summary judgment on the pleadings, held that blacks were entitled to admission to the college when qualified, and that denial of admission constituted a deprivation of the right of equal protection of the laws.

This case was merely declaratory of principles set down by the United States Supreme Court. It is significant to note that this court did nothing regarding the second holding above. It offered no protection (enforcement) of the right.

CA 5, 1953. Black petitioners raised the Fourteenth Amendment and sought to injoin Wichita Falls Junior College from excluding them on the basis of race and statutes. Wichita Falls Junior College District v Battle, 204 F2d 632 (CA5, Tex., 1953), cert. den. 347 US 974, 1954 . The district tried to defend using the constitutionality of state laws precluding blacks. The court held that it did not have to decide state law, but that it did have to resolve the constitutional equal protection of the laws question in terms of the facts. In this instance, the petitioners had a time, travel, and distance disequalizing burden. The court issued orders directing their admission under conditions that would protect their constitutional rights and the district complied.

This is the first of the lower court cases directing the admission of a petitioner. The Paducha case merely declared the rights of petitioners.

Landmark Principles: Public School Transportation

US 1954-55. These are the years of Brown v Board of Education (347 US 483, 1954; 349 US 294, 1955). The effects of the Sweatt case were applied in public schools and the court looked at "the effect of segregation itself on public education." The second holding above emerged as the fulcrum in Brown I. The effects of the physiognomy of disequality in Sweatt and McLaurin were found relevant in public schools. The court adopted the lower court's conclusions as to their disequalizing effect and proceeded to

> . . . conclude that in the field of public education the doctrine of "separate but equal" has no place. Separate educational facilities are inherently unequal.

In Brown II the court established the implementation machinery. Lower on-the-scene federal courts were directed to utilize equity principles and apply the new nonseparation philosophy. The pace of application was to be "with all deliberate speed."

The Brown I philosophy has needed constant attention to wipe out prior constitutionally impermissible systems of education. Such attention will be necessary in the forseeable future because of the nature of the American growing, moving, and changing society. We need not dispair at the

constant call to duty on this constitutional front. Equal educational opportunity and equal access, and a unitary system in a pluralistic society will have to be copious and cellular enough for the total society to respire and advance. Many atmospheres of various kinds will have to be maintained to stimulate and motivate the provision and utilization of equal educational opportunity.

US 1956. One additional case seems relevant to round off this part. The higher education systems which had developed under the Plessy v Ferguson doctrines resisted the nonseparation philosophy of Brown I. North Carolina rejected the philosophy, and Frazier, an applicant, negotiated the federal judicial system and reached the Supreme Court (Board of Trustees of the University of North Carolina v Frazier, et al., 350 US 979, 1956). The state contended that Brown I would not reach beyond the narrow confines of the public schools. It was held that such contention was without merit. The reasoning upon which Brown I was based is as applicable to schools for higher education as to schools on the lower level. This principle is carried over into the Civil Rights Act, 1964 at Title IV, Definitions: Public Colleges.

Principle to Policy: Total Governmental Commitment--
The Civil Rights Act of 1964

After 1955, the equal education emphasis shifted to the public schools area. Nearly all of the de jure dual

system states established resistant practices. Many cases with court orders and supervisions were necessitated in this new area of emphasis. The higher education effort was eclipsed. Consequently, the refinement of the policy was done with public school cases. The Frazier case, however, established a bridge which permits relevant principles of public school areas to be utilized in higher education.

During the ten year post-Brown I interval, a little slow progress was made through the courts. Costly efforts to advance the opportunity were met with costly efforts to block such advance. At this level of effort and pursuant to Brown II processing mandates, much experimentation was allowed, but most of it did little to change the attitudes of resistance and denial. Additional national effort beyond that of the equitable power of the judicial branch of government was needed. The other branches of government responded with the Civil Rights Act of 1964 (PL 88-352, July 2, 1964, 78 Stat 24. et. seq., 42 USC, Ch. 21-Civil Rights Secs. 1981-2000h-6).

This legislation was collective historically. It updated existing political civil rights. More importantly the act was initiative and prospective. The act contained eleven titles. Those relevant to our undertaking are Title IV, Desegregation in Public Education and Title VI, Nondiscrimination in Federally Assisted Programs.

CRA 64, Title IV. This title is not likely thought of as having much to do with higher education. The cases

we have been hearing about have all been public school cases. It should be kept well in mind, however, that Title IV provides that the United States can sue

> Whenever the Attorney General receives a complaint in writing . . . signed by an individual, or his parent, to the effect that he has been denied admission to or not permitted to continue in attendance at a public college by reason of race, color, religion, or national origin . . . (under appropriate conditions) the Attorney General can sue for relief.

The Attorney General must do certain things to satisfy "his belief that the complaint is meritorious" and he must "certify that the complainant is unable to do his own suing." "Unable" is pretty broad. It covers jeopardy of personal safety, employment, or economic standing of persons, their families, or their property. This of course means that investigations of several types may be carried on to the detriment of the public college.

Title IV has collateral and ancillary relevance to Title VI because the post-Brown desegregation principles were developed by cases interpreting and construing Title IV. These cases have generated some rhetoric which is serviceable in the area of higher education.

Title IV was invoked and implemented on a district-by-district basis. This was a normal approach because there is no universal answer to the complex problems of desegregation. The burden lay upon the school district to come forward with a plan which promised to work realistically and immediately. Such plans had to promise

meaningful and immediate progress toward the disestablishment of state imposed segregation. In conjunction therewith, the courts under Brown II had not merely the power, but the duty to issue orders and decrees which would, so far as possible, eliminate the discriminatory effects of the past as well as bar like discrimination in the future.

CRA 64, Title VI. Early Title VI implementation started along the same district-by-district course. One of the first cases adjudicating Title VI funds termination was the Taylor County, Florida case. Board of Public Instruction of Taylor County, Florida v Finch, 414 F2d 1068 (CA 5 Fla., 1969). Here, a previously acceptable freedom-of-choice plan was thrown out of compliance by new judicial constructions and civil rights guidelines. The responsible agency, after appropriate process, terminated "all Federal assistance arising under an Act of Congress." Taylor County appealed.

The court analyzed the history of Title VI in both houses of congress and concluded that their intent was that a process of therapuetic termination be utilized. The precise language of Title VI required that termination "shall be limited in its effect to the particular program, or part thereof, in which such noncompliance has been so found." This congressional limitation was imposed to limit cut-offs to activities which were actually discriminatory. The limitation was for the protection of innocent beneficiaries of programs not tainted by discriminatory practices.

The court posited the burden upon the agency to show that a particular program is administered in a discriminatory manner or that it is so affected by discriminatory practices in the system that it thereby becomes discriminatory. Finally, an agency, when it acted to implement cut-off, was compelled by the court to specifically follow the clause, "shall be limited in its effect to the particular program."

The Taylor County case has been cited by the court of appeals for an Illinois case, and the court of appeals in Adams v Richardson 480 F2d 1159 (CA DC, 1973). It is now a national authority.

The scope of Title VI is as broad as a questioned program may be. In State of Georgia v Mitchell, Attorney General 450 F2d 1317 (CA DC, 1971), the title was used to terminate federal assistance where the authorities of the state had failed to take affirmative steps to eliminate discrimination in its schools. This, of course, was a litigated enforcement action judicially administered. The legislative intent was well protected by the court. Agency excess was not in issue. This case does not weaken the Taylor County case where there was a "pervading discrimination" and befouling of the entire educational system.

In Adams v Richardson, Title VI was extended and applied to the southern and southwestern United States in a very direct way. This was done when the case asked for declaratory and injunctive relief by D/HEW and its Office

for Civil Rights with respect to enforcement of Title VI in higher education and selected public school districts. Further, the case extended OCR monitoring duties to cases under district courts' continuing jurisdiction.

The case did not reach a ruling point on the mechanics of termination. The Taylor County case is thus declarative and controlling on that matter. Additionally, the court of appeals (CA DC) cited the Taylor County decision as a ruling authority relative to the agency's proper construction of its statutory obligations, and that the policies it adopts and implements are consistent with those duties and not a negation of them. Under the Taylor County decision, one of those duties is therapeutic termination. Title VI cannot be punitively used.

It is significant to note that the Adams injunction did not direct the termination of any funds. The theory of the case alleged that HEW had consciously and expressly adopted a general policy which in effect was an abdication of its statutory duty. The court found that the act said an agency "is authorized and directed to effectuate the provisions" thereof. The agency was not permitted to neglect this area of responsibility.

The court proceeded to say,

> The problem of integrating higher education must be dealt with on a state-wide rather than a school-by-school basis. Perhaps the most serious problem in this area is the lack of state-wide planning to provide more and better trained minority group doctors, lawyers, engineers, and

> other professionals. A predicate for minority access to quality post-graduate programs is a viable, coordinated, state-wide higher education policy that takes into account the special problems of minority students and black colleges. As amicus points out, these black institutions currently fulfill a crucial need and will continue to play an important role. . ..

With that statement the court delineated parameters of compliance guidelines. It ordered the agency to start compliance procedures against ten state-operated systems of higher education and to make periodic reports to the plaintiffs on their activities of enforcement.

The first step of the compliance process is now in progress. The court directed that HEW "call upon the states in question to submit plans," and thereafter develop by negotiation competent plans under Title VI. The reporting step will perpetuate state-agency dialogue and assure the disestablishment of dual systems in the states.

Conclusion

Certain social needs will direct our responses, both professional and personal.

1. The Brown I philosophy has needed constant attention to wipe out the prior constitutionally impermissible systems of education.

2. Such attention will be necessary in the forseeable future because of the nature of the American growing, moving, and changing society.

3. Equal educational opportunity, equal access, and a unitary system in a pluralistic society will have to be copious and cellular enough for the total society to respire and advance.

4. Many kinds of atmospheres will have to be maintained to stimulate and motivate the provision and utilization of equal educational opportunity.

5. As long as the community college continues to say, "Y'all come," we will stay perpetually engaged to fulfill the promises of equality for all Americans.

UNIVERSITY OF CALIF.
LOS ANGELES

JAN 30 1976

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